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SUMMERSIDE
URBAN CORE PLAN 2016

SUMMERSIDE 2016
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2016

Prepared by:
ekistics plan+design

Acknowledgements:

Client Steering Committee
Summerside Regional Development Corp.
Summerside Port Corporation
City of Summerside
Downtown Summerside Inc.

Arnold Croken
Bob Ashley
Pierre Gallant
Ron Barrett

Report Prepared by:

Ekistics Planning & Design
Rob LeBlanc (Project Manager)
Adam Fine
Sahishna Chitraker
Devin Segal
Derek Hart

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1.0
Summerside Origins

1.0 Origins

1.1 The Downtown Imperative

Canadians are increasingly choosing urban living over the suburban and rural living. Over the last century, Canada's urban population has ballooned from 45% in 1911 to 82% in 2014 and the trend towards city living is expected to continue over the next century. Even in a rural province like PEI, the percentage of urban dwellers has increased from 16% in 1911 to 48% in 2016.

Downtowns are the fundamental nerve centre of the city. They "*generally occupy less than 1% of citywide land area, yet attract an average of 20% of city-wide construction value*" (2013, The Value of Investing in Canadian Downtowns). They are the symbolic and historic centre of the community and they reflect the prosperity, pride and image of its residents. Increasingly, downtowns are becoming the residential growth centres for many citie; small and large population centres alike. This growing preference for downtown living is being driven by a shift to be closer to work, to be able to walk or cycle to buy groceries or run errands, to be close to universities and colleges, to be close to urban amenities like waterfronts, parks and trail systems and to be close to restaurants and shopping, and entertainment. Though younger generations are leading the way, single parents, seniors, professionals and even seniors are showing an increasing preference for urban living.

Cities are responding by strategically investing in urban amenities and by incentivizing developers to make it easier to do the right thing. Developers, in turn, are responding by investing in a wide variety of downtown mixed use housing types and public benefits. The substantial municipal taxes generated by the increasing land values fuels the further investment into downtown amenities and the cycle is amplified.

Town's as small as Amherst NS have made no qualms about creating a "Centre-first" approach to municipal investment. Larger cities like Halifax, have gone as far as creating a regional plan to target 75% of new housing units to be located in urban communities, restricting

FIGURE 1. Summerside in the Atlantic Region

FIGURE 2. The City of Summerside Downtown

traditional suburban development to a 25% target.The city is cementing this by creating a Centre Plan in 2017 focusing on creating greater certainty and less red tape for developers in the urban core. Essentially, making it easier to do the right thing.

The real reason city's are trying to encourage growth in urban areas is to reduce the long-term municipal servicing maintenance costs for low density sprawl. "*HRM is estimated to save $670 million over the current pattern of development; and significant additional cost savings could be achieved by increasing growth in the Regional Centre*" (2013, Quantifying the Cost and Benefits of Alternate Growth Scenarios). By concentrating density in smaller urban areas, the cost of servicing and maintaining public infrastructure is substantially reduced.

Sequentially, it takes the city's public investment in **planning**, **amenities**, and **infrastructure** to leverage the developer's private investment. It all starts with a civic commitment to investing in its downtown.

This plan outlines a strategy for the City of Summerside see it's downtown and waterfront redeveloped by:

- engaging its residents in a thoughtful and deliberate discussion about its future,
- envisioning what it wants its downtown and waterfront to become,
- outlining what strategic investments and partnerships will help leverage private investment in order to realize the vision,
- suggesting policies and procedures will make it easy for developers to 'do the right thing'.

This report should become the city's Blueprint for its downtown over the next 25 years. It will outline the small and large projects needed to cause investment to happen. It will take persistence, patience and leadership to see Summerside's Urban Core Plan realized. In the end, it will have been well worth the time and effort, and along the way, it will create hope and optimism for residents and future investors.

It will take persistence, patience and leadership to see Summerside's Urban Core Plan realized

FIGURE 3. The Downtown Study Area

1.2 Towards a Downtown Plan for Summerside

Summerside's downtown and waterfront is prominently featured in the City's updated draft 2016 Official Plan with priorities for downtown renewal, harbourfront redevelopment, street level activity, increased downtown investment, support for downtown businesses, and residential densification. Many of these objectives came directly from the community visioning sessions which were part of the Official Plan review process, but they also came from the public engagement efforts spearheaded by the **Summerside Port Corporation** preceding this plan. The Official Plan is still in draft form as of the writng of this report so there is the opportunity to influence the eventual final versions of the OP and Land Use Bylaw.

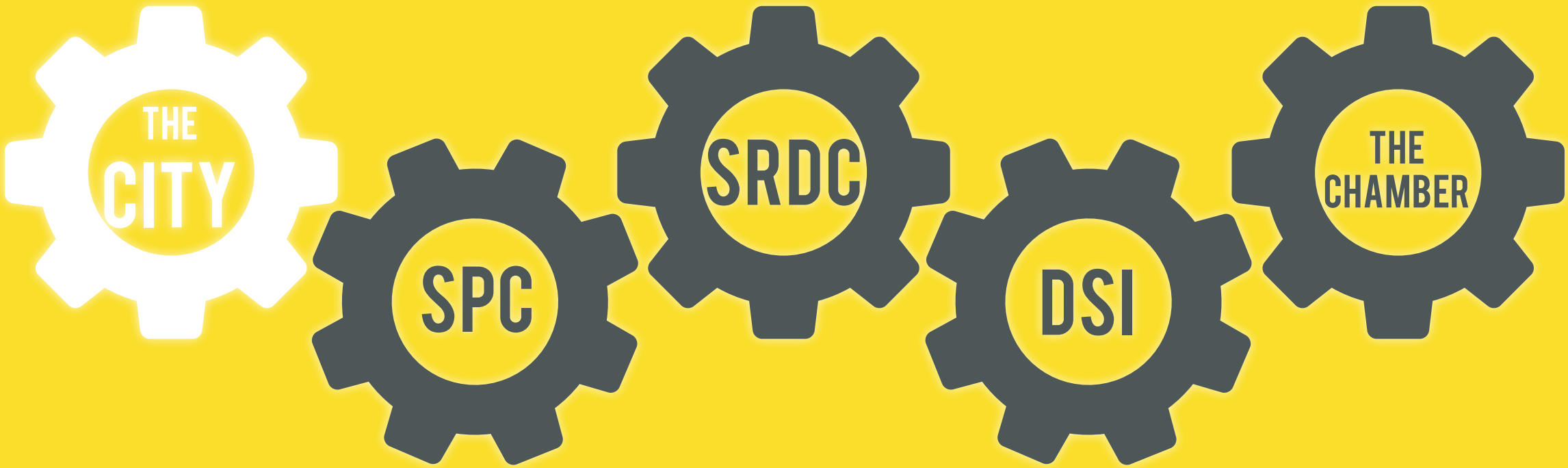
This plan takes a wholistic look at the downtown and waterfront area, balancing an exciting vision of the future with the policies and administrative structure needed to implement the vision. The goal is to align the community and government partners in such a way as to build confidence and momentum for a shared future. The origins of this plan had its roots in a 2014 Waterfront Vision for Summerside.

The 2014 Waterfront Vision

With the divestiture of the Port of Summerside by the federal government to the Summerside Port Corporation (SPC) in February 2010, the SPC embarked on business development plan to develop an economic strategy for the long-term management of the port and its land holdings. A consulting report for the Port Business Development Plan was prepared by Marinova Consultants in association with Solutions Inc and Ekistics during the winter of 2012.

The report assessed both traditional and non-traditional business opportunities and concluded that :

1. There is little prospect for growth in traditional cargo segments (fertilizer, aggregate and, to a lesser extent, potato shippers), but the port should maintain a “business as usual” approach with them.
2. While there is no ‘low-hanging fruit’ for new marine businesses, there may be medium term opportunities for some direct shipping, a short sea feeder service, grain shipments, pocket cruisers and meg-yachts.



3. The cost of dredging the river below 8.5 m ($9-12 million) to accommodate new marine markets (like the cruise industry) is cost prohibitive and probably would never pay for the capital investment.

4. Non-traditional marine related uses like urban waterfront development offered the best investment strategy for the SPC and provided significant spin-off's for the City, downtown Summerside, Summerside businesses, Holland College and adjacent land owners.

As a result of the 2012 Marinova plan, the SPC began to advance the idea of waterfront development following the adoption of the Marinova report in the spring of 2012. In 2013, Ekistics was retained to develop some early waterfront development principles that could be incorporated into a vision for the waterfront. Concepts were developed using the principles and ideas developed by the community through several engagement sessions. These concepts excited the public but illuminated the need for a comprehensive downtown and waterfront plan. It also highlighted the need for the coordination amongst all the organizations that are stakeholders (SPC, The City, Downtown Summerside Inc., The Chamber of Commerce, the Summerside Regional Development Corporation, etc.)

The port will continue to deliver economic benefits, moving goods on and off the island, but in addition to focusing on water based industries, the SPC will begin to look at a 'waterfront development corporation' model which also focuses on the assembly and revitalization of landside holdings. This new emphasis requires new partnerships and a new model for doing business.

Urban Waterfronts

Urban waterfronts around the world are seeing a renaissance as heavy marine industries forego their downtown locations for cheaper industrial parks and as people realize the power of the waters edge in place-making. These redeveloped sites are becoming highly desirable places to live, work, and play, and are quickly becoming major tourist and event destinations. In

most Canadian cities, waterfront land values have increased faster than other parts of the downtown. "*Waterfront properties in the UK command on average 56% higher prices than their inland counterparts with some exceptional pieces of real estate achieving premiums of 300%, according to a new index*". Some of the most expensive urban developments around the world are reserved for waterfront land. Entirely new cities are springing up to take advantage of a waterfront address and the returns it can provide. The caveat is that in all these cases, the waterfront must be planned as a whole to create a series of unique public experiences; shopping, dining, walking, recreation, boating, high quality architecture, special events, interpretation, art and performance, living, etc. As long as the rules of successful waterfront development are followed, land values will increase and there will be positive feedback for high quality development which will , in turn, increase destination potential. The public wins, the developer wins, and the City wins. Without proper or coordinated planning, however, one poorly done development can undermine years of positive waterfront enhancements.

There are a number of important waterfront strategies that are elaborated on in this Summary to achieve success in realizing an urban waterfront vision. These include:

» Leverage private investment with strategic public investment. By using public dollars to enhance the value of public spaces (e.g. Boardwalks, streetscapes, parks), the municipality can increase the value of private lands and the private developers can afford improved architecture, active groundfloor uses or enhanced open spaces (either on private or public lands) through techniques like density bonusing.

» Public land assembly as a strategic vehicle for long-term management and enhancement. In most cases, urban waterfronts have been assembled by government or crown agencies to assure adherence to a long-term vision. In the case of Halifax and Charlottetown, the Waterfront Development Corporation Ltd (WDCL) and the Charlottetown Area Development Corporation (CADC), formed in the 70's by starting with a clear 30-50 year vision for the waterfront, and using public dollars, assembled as much land as possible while still operating as a for-profit corporation as Crown Corporations of the Province. They bought old wharves and derelict land at a much reduced cost, working to assemble land for the long-term, with long-term payback.

FIGURE 4. TBishops Landing Halifax

» Illustrate a vision that is ambitious but achievable. Being too practical at the expense of the vision during the early stages won't set the bar high enough for people to get behind the plan. Being too visionary at the expense of practicality impacts the plan's credibility and there won't be the public support to see it realized. The trick is to find the spot in the middle of vision and practicality for Summerside.

» Don't settle for development just for the sake of making 'progress'. Urban waterfront lands are some of the most valuable properties in North America. It is important that EVERY development on the waterfront contribute something back to the waterfront. This means active groundfloor addresses, improved public spaces, high quality architecture, underground parking wherever possible, high quality materials and design standards, continuous open space connections, properly located parking, uses that won't detract from the waterfront.

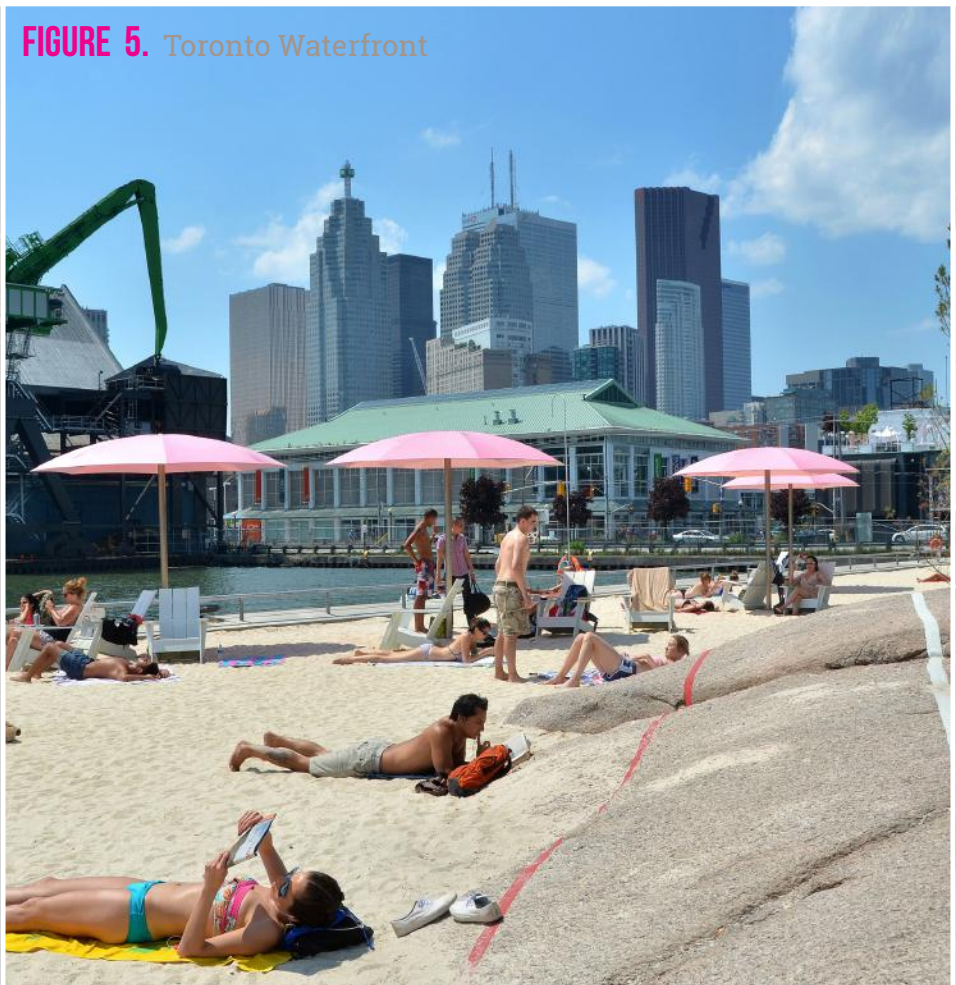
» Ensure high quality design guidelines with clear policies, easy approval steps, and density bonusing whenever possible. Doing the right thing on the waterfront should be clear and unambiguous. The approval steps should be easy to follow and without delays and red tape. There should be options available to developers for extra density in exchange for public benefits.

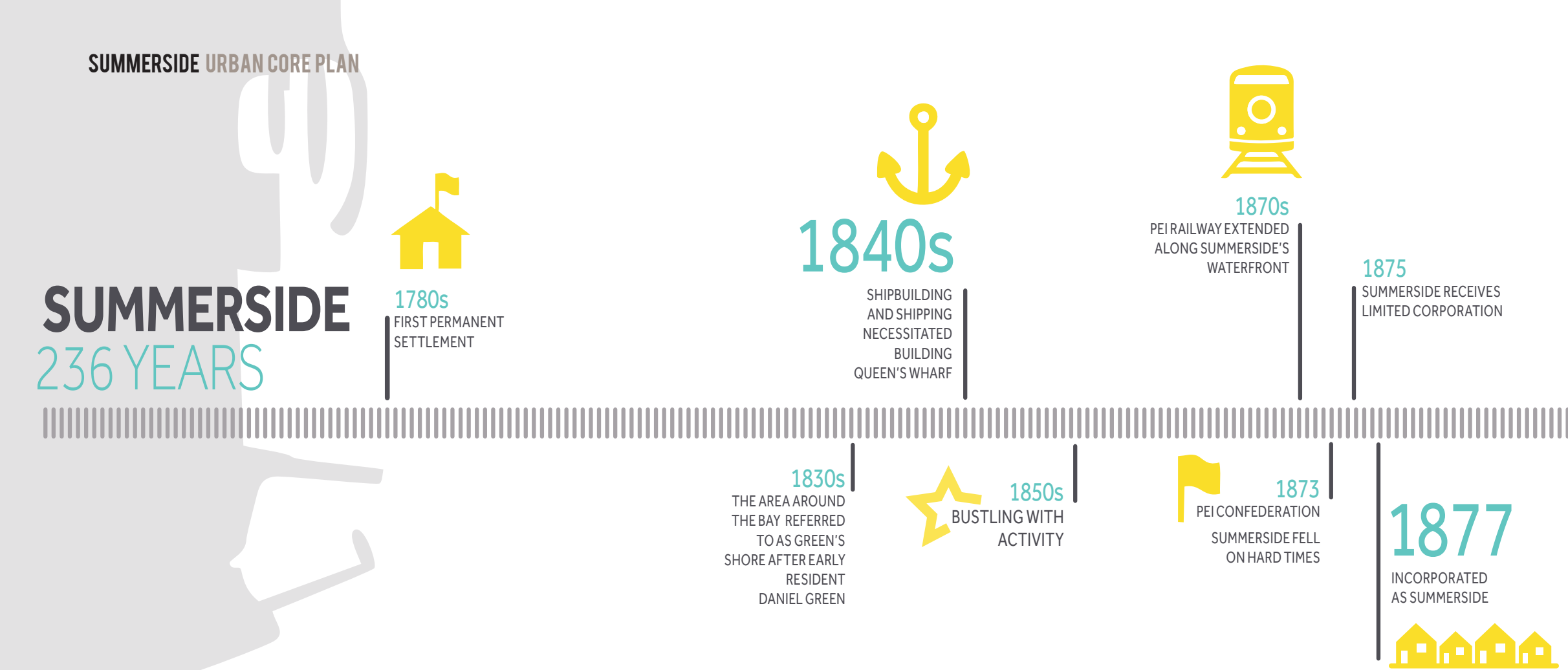
» Ensure a fully public waterfront between the water and any private development. While this principle is generally accepted in all urban waterfront developments, it is a principle that cannot be compromised. The waterfront must be in public ownership with full public access.

The plan will evolve one development at a time and one success at a time. Eventually, the waterfront will be knit together with activities, things to experience, places to visit, tastes to savour, and places to live, shop, study, and work.

The aim of this report is to integrate the downtown and waterfront together as a new urban waterfront district.

FIGURE 5. Toronto Waterfront





1.3 History of Summerside

Summerside was born in the early age of capitalism, caught up in the speculative excitement of shipbuilding and fox farming. It was also the locus for rail and water transportation in the 19th and 20th centuries on PEI, a spot where agriculture met with commerce and with transportation.

The areas around Bedeque Bay were inhabited by those fleeing the American Revolution in the 1780s, after land grants were offered to British Loyalists and to refugees. In the 1830s, the area around the bay was referred to as "Green's Shore", after the name of an early resident, Daniel Green, and the area was mostly used for rough pioneer farming and shellfish harvesting. But by the 1840s, however, Summerside was an important enough centre to have a wharf constructed (now Queen's Wharf) to ease marine shipping and shipbuilding.

The harbour Green's Shore had enough draught (depth below the waterline) to facilitate shipbuilding, which was then becoming an exciting industry in PEI and in the other colonies. Shipbuilding, along with timber and agriculture, was thriving, and Summerside was growing. Two major roads, Broadway (present-day Water Street) and a western post road crossed to allow for overland travel. Summerside in the mid-19th century had one foot on the farm and one foot in the ocean, and was bustling with activity.

Summerside received a limited corporation in 1875 and a full incorporation in 1877, giving the town full powers (and responsibility) over roads and other public works. The PEI Railway extended along Summerside's waterfront in the 1870s, and PEI joined Canadian Confederation in 1873. Unfortunately both had the effect of favouring Upper and Lower Canadian industries over Maritime industries, and Summerside fell on hard times along with much of Maritime Canada. Many skilled young men left to find work elsewhere, including in the "Boston States".

In the early 20th century, Summerside saw its second booming industry wax and wane: silver fox ranching. Pelts fetched a good price, especially in Europe, and many new ranchers entered the

business in the area around Summerside before the Great War. Changes in demand, in technology and in wartime economics meant that the fox ranching declined during World War II. Also early in the 20th century, Summerside declined to receive electric power from Maritime Electric, which provided power to the rest of PEI, forming its own municipally owned electric utility in 1918.

During that war, the Royal Canadian Air Force (RCAF) founded a base at Summerside, which was to be a major employer in the area until it closed in 1991 due to federal military budget cuts. The base became an aerospace-industry industrial park, now known as Slemon Park. To replace the employment lost by the closing of the base, the federal government opened a major tax centre in Summerside in 1993 to process GST returns, which now employs as much as 10% of the city's workforce.

Over the years, Summerside's coastline has changed significantly due to backfilling of the harbour, in some places as much as 270 metres from its natural edge (see figure X showing the difference between 1880 and today). Waterfront buildings which exist today, such as Holland College and the Loyalist Resort, would have been underwater 136 years ago but the infilling was needed to create marshalling yards for rail lines that would service businesses on water street and provide the much needed laydown space for the ports to function.

In 2007, Summerside had a wind-farm built near its northern edge, operated by the municipal power utility. Today, the city received as much as a quarter of its energy generated by wind. Sustainable energy is just one of the areas where Summerside is on the leading edge.

In 1995, the Town of Summerside was amalgamated with the neighbouring villages of St. Eleanors, Wilmot and part of Sherbrooke to form the City of Summerside. Today, Summerside

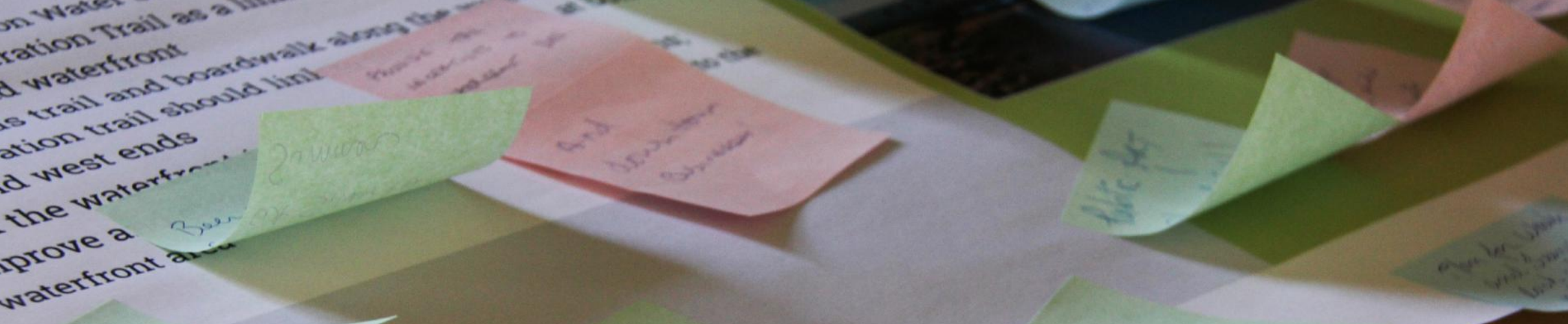
FIGURE 6. Summerside 1938. Gerard & Florence Gallant Collection, MacNaught History Centre, Culture Summerside 005.1

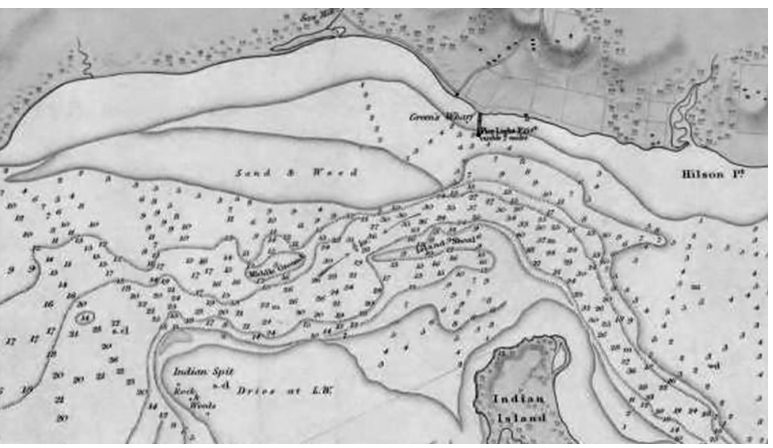
is a large municipality, over 29km², and home to over 14,751 residents (2011 census). Summerside's population growth in the 20th century was solid, averaging 2% per year. The town received a large bump in population with amalgamation in 1995, effectively doubling the number of residents.

Today, Summerside's downtown retains some of the early commercial stock of buildings. Some, like the Holmans Building and the Towers Mall, have found a new purpose as office space, but like many downtowns, the retail sector has suffered from the introduction of big box and power centres built on the fringes of the cities where land was cheap and parking was plentiful. The rise of online retailing has hurt the power centres much harder than the downtowns who have had 3 decades to hone their competitive advantage. The growth of the knowledge economy is bringing back the vitality of downtowns with the promise of downtown living, recreation, entertainment, and education. New urban retailing is part of the vitality equation but it all starts with more people living downtown.

FIGURE 7. Summerside 1950. John Walker Collection, MacNaught History Centre, Culture Summerside 071.1

FIGURE 8. Summerside 1982. Scottie Campbell Collection, MacNaught History Centre, Culture Summerside 076.003





1.4 Process

In late 2013, the Summerside Port Corporation Inc. (SPCI), began a process of community visioning for the waterfront. Ekistics hosted a public workshop in Dec 2013, along with a public online survey. Following the initial community workshop the consultants began to meet with various government and private steakholders to further refine the guiding principles and vision. A waterfront vision was presented in the spring of 2014 that was well recieved.

Following the 2014 vision, there was much discussion about expanding the scope of the waterfront vision to include the downtown. There was also significant interest from other government stakeholders which eventually created a steering committee for this plan, made up of the City of Summerside, the Downtown Summerside Inc and the Summerside Regional Development Corporation.

An additional public open house was held in July of 2016 to kick off this plan. The open house provided an opportunity to confirm the guiding principles of the original work and provide additional opportunities for public feedback. The outcomes of these sessions are summarized in this section.

2013 Workshop

SPC commissioned Ekistics to host a visioning workshop for summerside residents and business owners in December of 2013. Approximately 60 people attended the event and provided guidance on the future plan and planning principles. 8 tables of about 8 people per table generated plans for the waterfront which listed future uses, destinations, programs and events for the waterfront by drawing on base plans for the waterfront. After they created their vision, the tables developed planning principles to guide future development. A summary of the discussions from that session is found in table X.

FIGURE 9. Dec 2013 Waterfront Vision Workshop

	Waterfront	Holland College	Buildings
Public Workshop December 11, 2013 60 Participants	North South connector roads - keep views of water open.	Holland College is a gamechanger - move the cars and bring back a "Campus".	Urban housing downtown.
	Fun centre pier with activity, tour boats, water sports.	R&D division at Holland College, UPEI partnering with engineering.	Design guidelines needed to ensure image and brand for waterfront - Bishops Landing seen as a good example of active ground floor uses, intelligent use of open space.
	Get people living and working in the waterfront.	Recruitment and support for Holland College - what can we do for them?	Future infill on the east end.
	Expand marina.	Holland College a key driver.	Mixed Use development is critical to create a core.
	More families and family uses on the waterfront.	Holland College is the new jewel of downtown Summerside - work with college to find other water training uses, ship inspections, etc.	Technical issues of infilled land and what can it support for buildings.
	Visual access to the waterfront from key streets.	Marine school is an asset.	Density - scale and size and historic context.
	Active waterfront uses and access is important.	Marine training simulator - interpretive and branding.	Compatibility with the rest of the downtown.
	Events on the waterfront.	Holland College left as is.	Redevelop parking lots.
	More tall ships in towns and events - regulation for more than 18 people not allowed on waterfront???	Holland College not an attraction for tourists - farmers market.	Need retail on the ground floor or ground floor office.
	Boat trips and excursions.	Sports and rec to service the College.	Keep architecture context sensitive. F
	Tall ship on Spinnakers' Landing.	Support Holland College and create places for students, bars, living space, cafe's coffee shops.	More housing downtown, new condos on Mackenzie drive are a good example.
	Develop brand for the Waterfront, what makes us unique?		Find a better use for the Port building.
	Interpreting the resources we have and environmental ecology.		Condos and housing.
	Utilize the Port area and interpret it better.		Encourage developers and minimize costs for them, tax free zones.
	Main attribute of Summerside is the water - people are attracted to it.		Technical hurdles with flooding - build up by 3 feet, sea level rise.
	Develop the tourism aspects of the waterfront by creating more activity (spinnakers, theatre). Create experiences not just commercial uses.		Infill area to east.
	Marina expansion to other parts of W.		Development from old rail tracks down to the W.
	Excursions to Holmans Island, Lighthouse and Bridge, Oyster fishers.		New condos and a new park.
	Soften the look of the waterfront - No condos in the middle of parking lots!!		Infill Spinnakers and build condos.
	Maintain the aesthetics of the waterfront.		Welcome centre for small cruise ships.
	Ensure public access to the waterfront everywhere.		No condos blocking views.
	Working wharf.		Technical issues.
	Utilize the wharves better - restaurants on Holmans Wharf.		focus on core projects.
	Waterfront casino.		Bring in more residential.
	Working Port.		More residential areas to the west.
	Keep waterfront public.		

Downtown	Social	Parking	Open Space
Consider gateway from the water.	Asset and strength mapping.	Where are we going to put the parking? We're going to need it.	Build a place for people instead of cars.
Town Square in the centre - fountain, cycles, shops.	Focus on education and students.	Entry is so drab because of parking lots and open-ness.	Urban Greenspace.
More welcoming entry from the east.	Attract entrepreneurs.	More with walking.	Reclaim the land on the waterfront fo park space and parking.
Gateways.	Market study needed to understand who will live here - what is the demographic? Incomes, age classes?	Places for people not cars.	More green on the waterfront.
Town centre.	Arts - cultural tourism.	Put the park in parking.	Lots of Greenspace, bury the overhead wires.
Think of this as a core area where people gather.	More people living downtown.		Block off Water Street and make it pedestrian.
Need a master plan from the vision.	Museum - old bag factory building.		
Preserve historic downtown.	Live and work in the downtown, more people.		
Draw People downtown!!	Draw more people downtown for a longer season - 12 month plan.		
Food beverages and entertai nment.			
sEconomic development.			
Develop a master plan with funding.			
More cafes.			
Work with the big picture of Summerside.			
Build a brand of Summerside - what makes people come here? Historic, entrepreneurs.			

Online Survey

An online survey was released the night of the Dec 2013 workshop and over a three month period saw 67 responses.

More than 80% of survey participants are long-term residents, the majority of which are over the age of 35. Those in the age range for retirement comprise more than 35% of the respondents. Many comments reflect a desire to attract young adults with activities and secure employment. In general participants ranked the waterfront among the mid-range compared to other Atlantic Canadian waterfronts.

Although almost half of respondents say they can walk to the waterfront, the majority of say they cannot. Many of the comments have reiterated the need for increasing the number of people living in the downtown, with more than 60% agreeing that there is a lack residential opportunities on the waterfront. Residential living was rated medium to worst relative to waterfronts in other Atlantic Canadian cities.

Three quarters of respondents work within walking distance of the waterfront, suggesting that many people commute into the area. Despite this 90% of respondents feel that finding parking in the area is currently either easy or acceptable. Nearly half of the respondents believe that the proximity between downtown and the waterfront is a unique asset to Summerside, and one third agree that this could be improved with better signage, and connections for all users, including cyclists. And 20% feel that office space right on the waterfront would be an improvement to the area

Most (96%) of respondents feel that the waterfront is either very or slightly underutilized, and view it as an untapped resource. Despite most residents ranking several aspects of the waterfront as being the worst almost all say they would bring visitors to the waterfront. 60% agree on a need for more and better waterfront events, and many would like to see a major civic use.

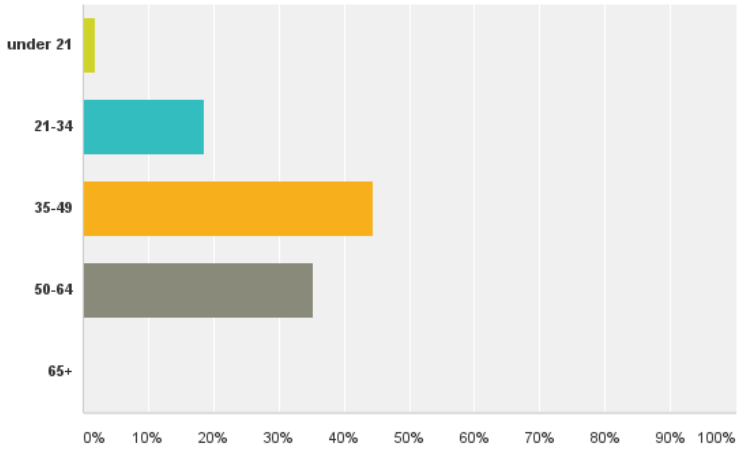
By a large margin the most utilized destinations include services such as banking, places of employment, parks and open spaces, and restaurants or bars. Despite this dining and bars, and commercial uses received a low rating relative to waterfronts in other Atlantic Canadian cities. Almost 90% of residents agree that more restaurants and retail activities are missing from the waterfront.

Cultural venues, shopping, curling and home were listed as the second most common destinations. Several comments indicated that 'drive-by' attractions should be avoided Instead attractions that focus on residents and encourage lingering will make better us of the waterfront. One responded made the poignant comment that attractions need to be "connected to the needs and aspirations of the local Island community first and foremost", for residents' sake, and because tourists can sense lack of authenticity.

70% agree that its scenic beauty makes Summerside unique, but only half of respondents residents view open space as a unique asset with potential. Two-thirds of respondents believe there are missed opportunities for open space on the waterfront. Open space, connections to the downtown, and water-based uses are generally ranked as being average compared to other Atlantic Canadian waterfronts. 20% of respondents agree that the active port and marine uses are a unique aspect to Summerside's waterfront. The confederation trail is rarely or occasionally used by respondents, but 22% say they use it frequently. Many comments during the engagement session highlighted a need for open space, but less than 20 of those surveyed noted boardwalks, trails and

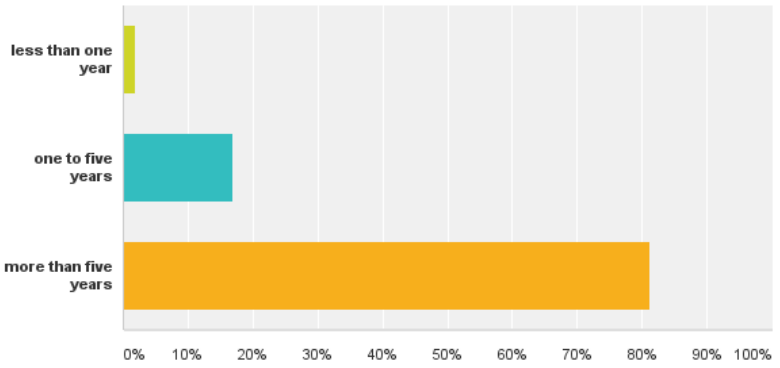
Q2 What is your approximate age?

Answered: 54 Skipped: 13



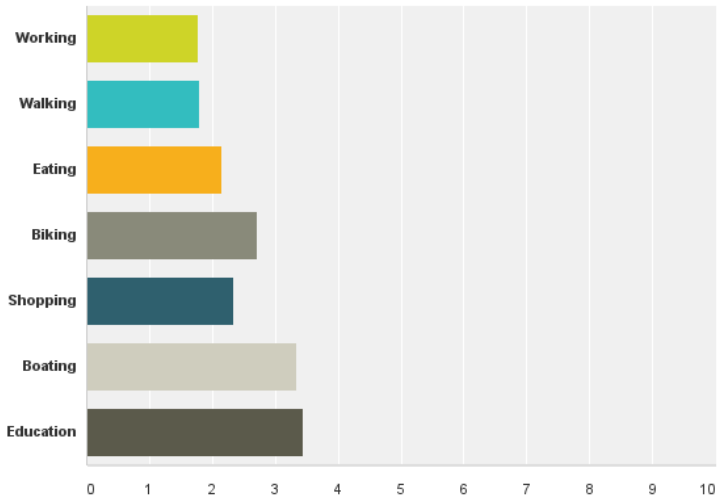
Q3 How long have you lived or worked in Summerside?

Answered: 53 Skipped: 14



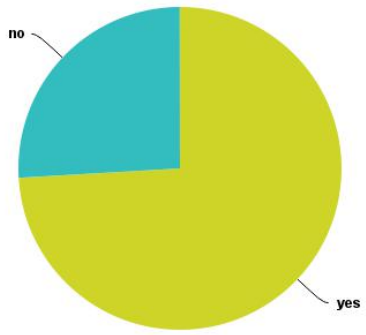
Q6 How often do you do the following activities in the Waterfront or downtown area?

Answered: 50 Skipped: 17



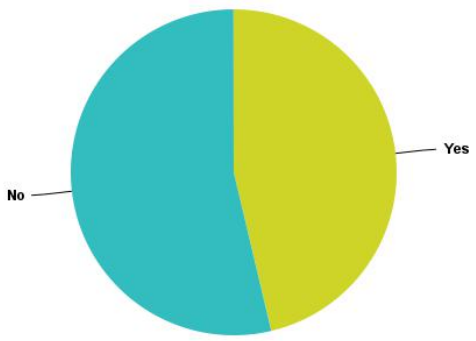
Q5 Do you work in the Waterfront Area or within walking distance to it?

Answered: 54 Skipped: 13



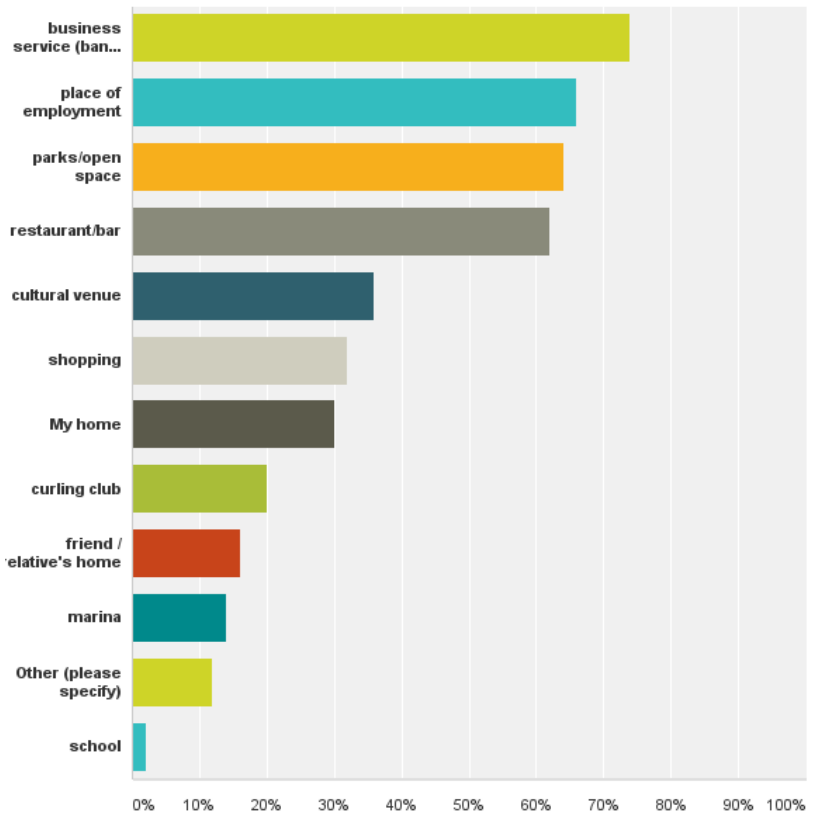
Q4 Do you live within walking distance of the Waterfront area?

Answered: 54 Skipped: 13



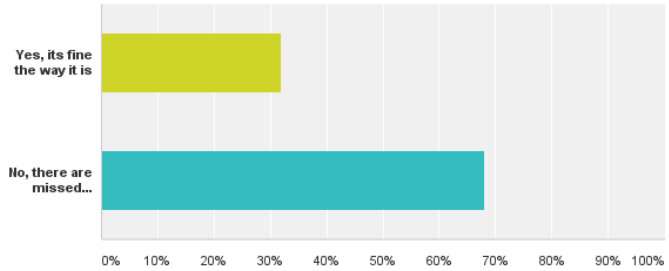
Q7 What are your most common destinations while in the area? (click all that apply)

Answered: 50 Skipped: 17



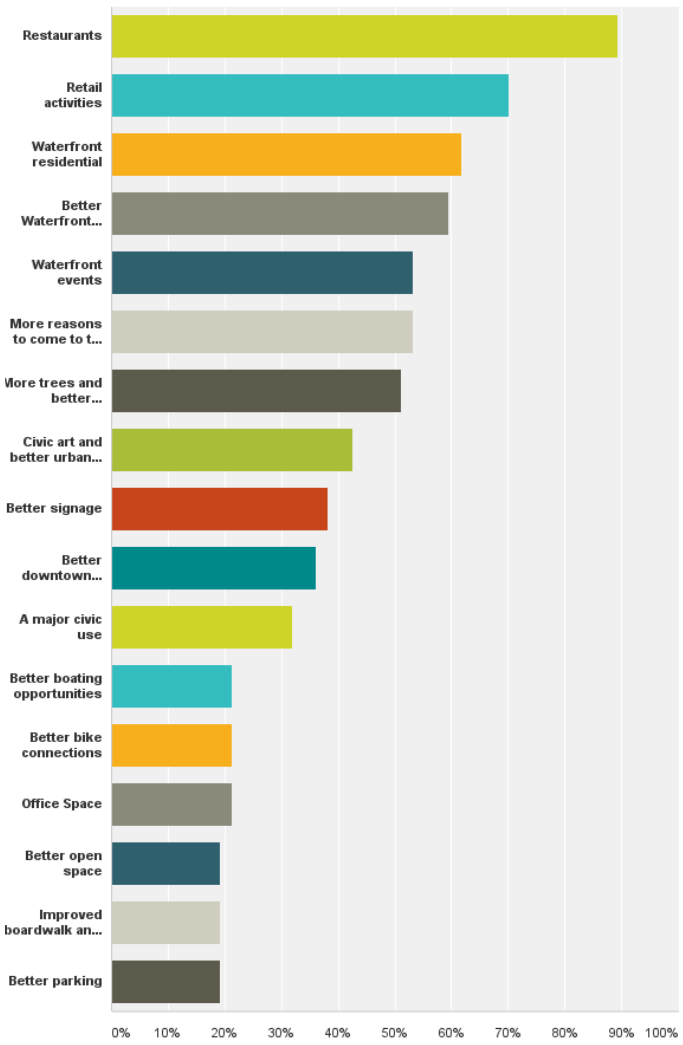
Q11 Is the open space adequate on the waterfront?

Answered: 47 Skipped: 20



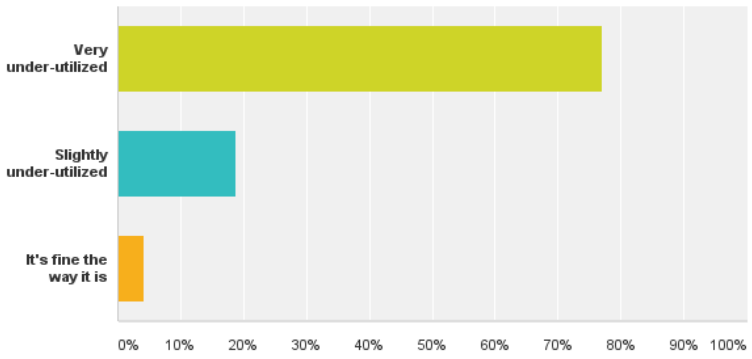
Q16 What do you feel is missing from the waterfront?

Answered: 47 Skipped: 20



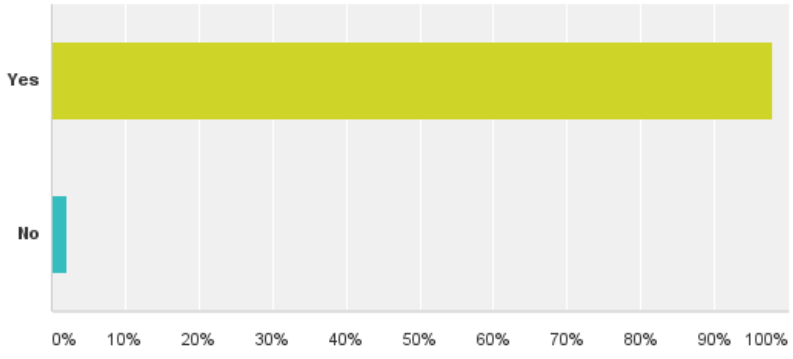
Q9 Compared to other urban waterfronts, is Summerside's urban waterfront under-utilized?

Answered: 48 Skipped: 19



Q10 Do you think Summerside's waterfront is an untapped resource?

Answered: 46 Skipped: 21



open space as a priority for improving the waterfront. Trees, streetscaping improvements, civic art and other urban design elements were noted as opportunities to improve the waterfront.

Most participants believe that a master plan for the waterfront will be useful in achieving goals for an improved waterfront. Multiple comments support a form-based code which celebrates the historic character of the town. Two respondents expressed the need to conduct waterfront planning in conjunction with an overall master plan for Summerside. They identified this as a past disconnect, affecting the current connectivity between the downtown and waterfront.

2016 Open House

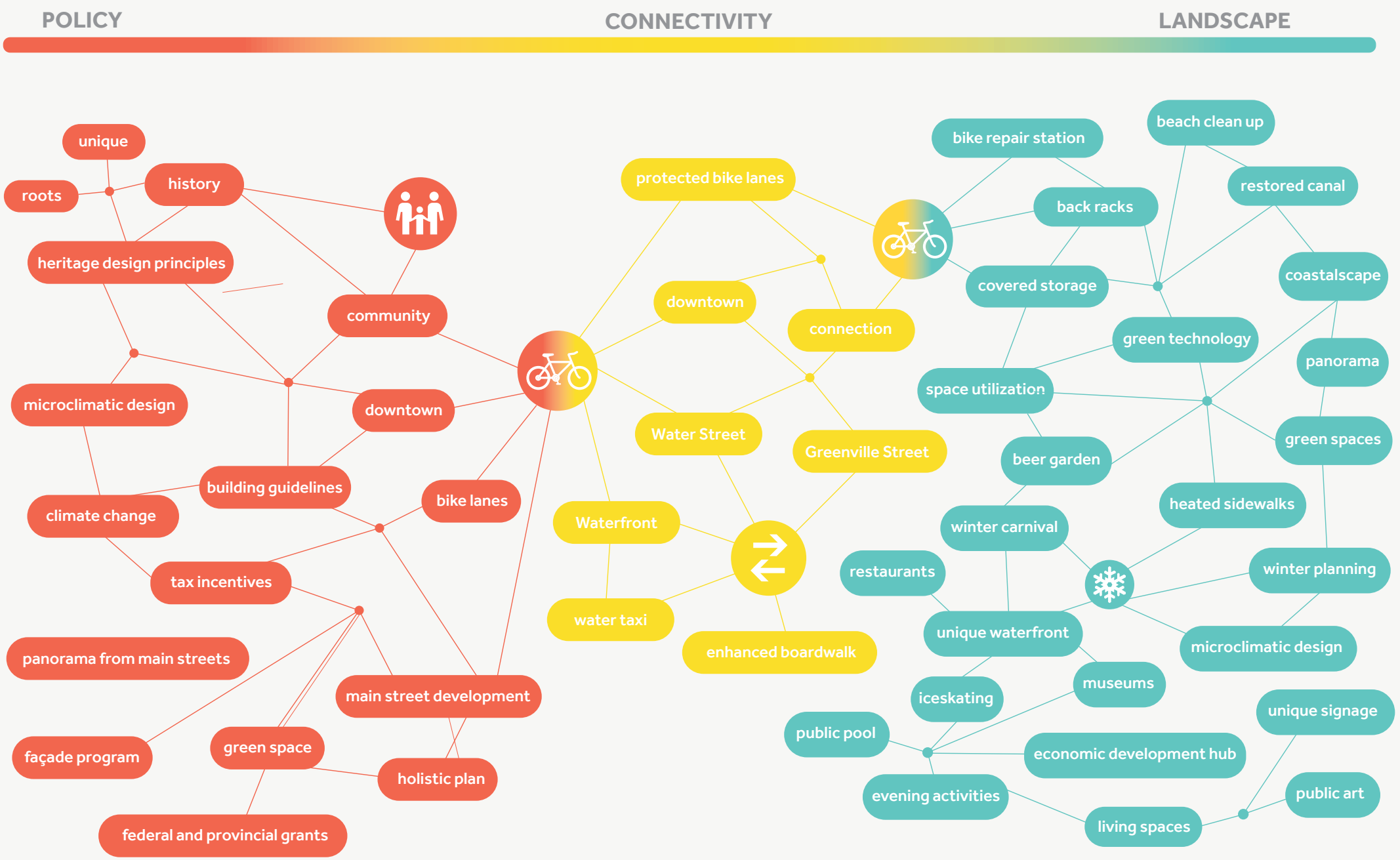
At the commencement of this study, Ekistics held a community open house in June of 2016. The objectives were to confirm the 2013 guiding principles, gather additional feedback and information on a wide range of downtown and waterfront topics, and present the new project stakeholders.

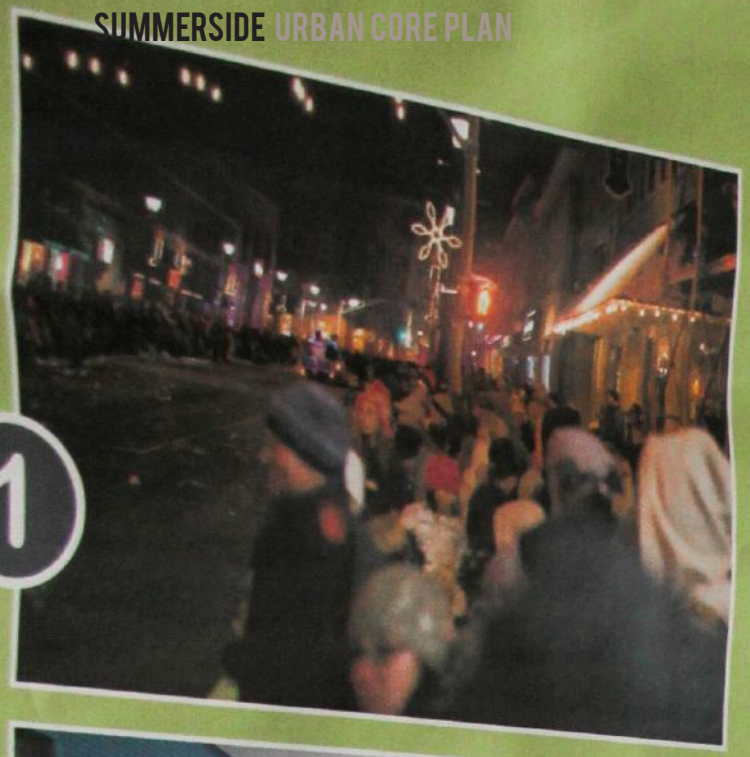
Approximately 55 people attended and the commentary generated recommendations on new waterfront policies, landscape, and connectivity in the downtown. Nine stakeholders were interviewed over a 2-day period. The interviews and participants of the open house were generally consistent in their observations.

The diagram on the opposite page summarizes some of the key outcomes from the 2016 Open House. This feedback provides the framework for the guiding principles in Chapter 3 of this study.

FIGURE 10. June 2016 Open House

SUMMERSIDE
2016 OPEN HOUSE RESULTS





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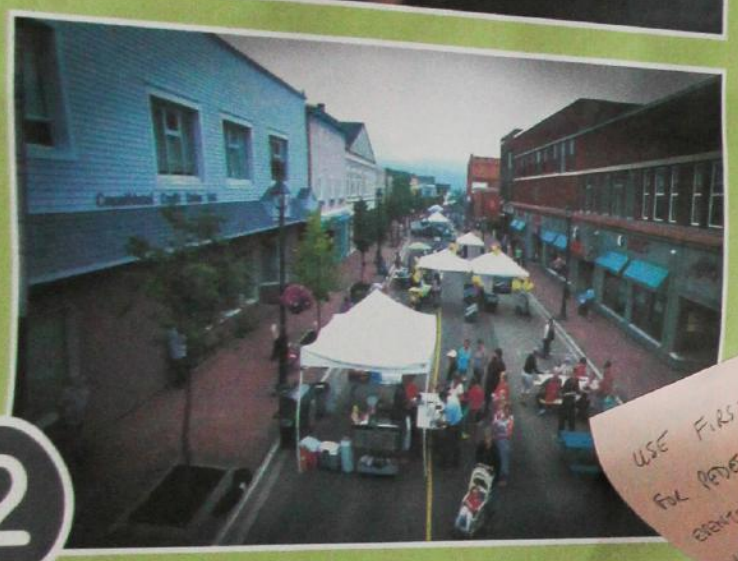

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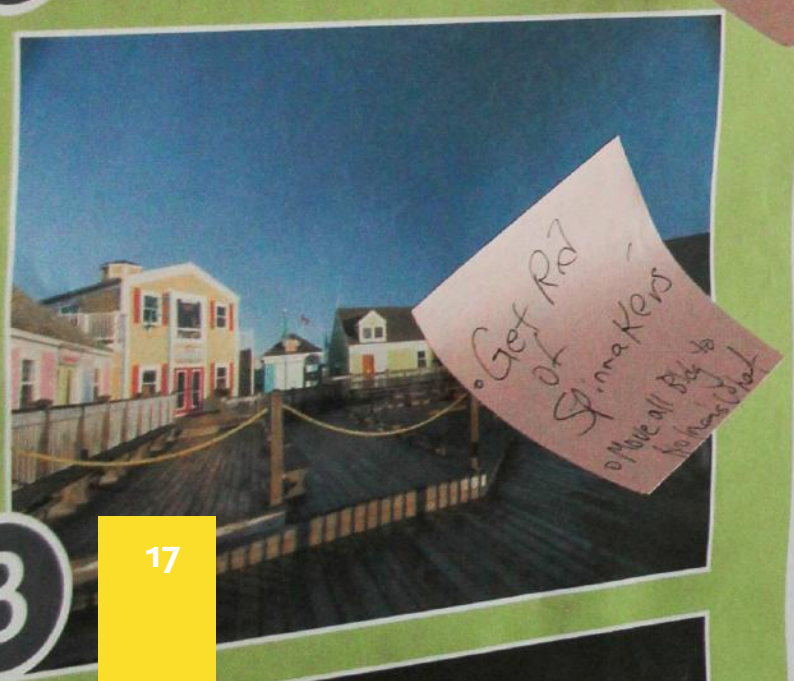


3

17

The Waterfront Imperative

Urban waterfronts around the world are seeing a renaissance as heavy marine industries abandon their downtown locations for cheaper industrial parks and as people realize the power of the waters edge in place-making. These redeveloped sites are becoming highly desirable places to live, work, and play, and are quickly becoming major tourist and event destinations. In most Canadian cities, waterfront land values have increased faster than other parts of the downtown. "Waterfront properties in the UK command on average 56% higher prices than their inland counterparts with some exceptional pieces of re[illegible]e achieving premiums of 300%, according to a ne[illegible]

The caveat is that in [illegible]aterfront must be planned as a whole to create a s[illegible]experiences; shopping, dining, walking, recreation[illegible]architecture, special events, interpretation, art and p[illegible]nce, living, etc. As long as the *rules of successful waterfront development are followed*, land values *will increase and there will be positive feedback for high quality* development which will , in turn, increase destination potential. The public wins, the developer wins, and the City wins.

[illegible]are a number of important waterfront strategies that are elaborated on in this summary to achieve success in realizing a[illegible] urban waterfront vision. These include:

- Leverage private investment with strategic publ[illegible]estment. By using public dollars to enhance the value of public spaces [illegible], streetscapes, parks), the municipality can increase the [illegible]d the private developers can afford improved architecture, [illegible]nhanced open spaces (either on private or public lands) thr[illegible]bonusing
- Public land assembly as a strateg[illegible]ment and enhancement. In most cases, urban [illegible]d by government or crown agencies to assure adherence to [illegible]of Halifax and Charlottetown, the Waterfront Developmen[illegible]WDCL) and the Charlottetown Area Development Corporation (CADC[illegible]med in the 70's by starting with a clear 30-50 year vision for the waterfront, and using public dollars, assembled as much land as possible while still operating as a for-profit corporation as Crown Corporations of the Province. They bought old wharves and derelict land at a much reduced cost, working to assemble land for the long-term, with long-term payback.
- Illustrate a vision that is ambitious but achievable. Being too practical at the expense of the vision during the early stages won't set the bar high enough for people to get behind the plan. Being too visionary at the expense of practicality impacts the plan's credibility and there won't be the public support to see it realized. The trick is to find the spot in the middle of vision and practicality for Sydney.
- Development just for the sake of making progress. Urban waterfront [illegible]rties in North America. It is important that [illegible]back to the waterfront.

Guiding Principles

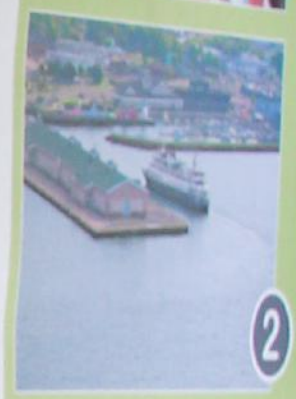
SPACES TO LOVE

- high-quality public spaces, which are flexible, four-season, and rich in amenity
- public space at a variety of scales (from large regional parks and trails to small neighbourhood meeting places)
- mix of live, work, shop, play, learn in the same space
- Mix the working waterfront with retail and active uses
- Enliven groundfloor uses with retail, entertainment, community spaces and no blank walls
- provide space for public events such as music festivals and sports
- A wide range of housing options with more people living downtown
- Activate the waterfront edge with open space, retail, housing and water access points
- Expand the marina
- Bring the Confederation Trail to the waters edge
- Preserve essential waterfront view corridors at the foot of streets

SPACE TO MOVE IN

- a walkable neighbourhood
- east and west ends of downtown and at marinas as gateways
- add bicycle lanes on Water Street
- use the Confederation Trail as a link between downtown and waterfront
- a continuous trail and boardwalk along the [illegible]
- Confederation trail should link [illegible] east and west ends
- Link the waterfr[illegible]
- Improve a[illegible] waterfront

1



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2.0
Condition Assessment

2.0 URBAN CONDITIONS

The quality and character of the downtown today will influence the direction and speed of uptake in the future. This chapter reviews existing conditions that could influence the guiding principles for future development and the overall future vision. This 'inventory' of existing conditions should provide a sound rationale for decision making in later chapters of the report.

2.1 Lands

2.1.1 Street Slope and Elevation

Many downtowns in Atlantic Canada were purposely located on steep hills that afforded deep harbours for marine access. This often meant that downtown streets near the water were very steep. In the case of Summerside, the City was located at a steep bend in the Wilmot River at the confluence of the Dunk and Wilmot rivers. More than half of the land currently considered as 'downtown' was infilled after the rail line was brought to link Summerside's port with the rail network across the rest of the Island (see figure X). The infill occupies about 21 acres. This infill limit will have implications on future foundation engineering for buildings and may require pile construction.

The contour map (see fig. 2.1) shows common street slopes in the Downtown Summerside area. The slope ranges from 2 meters to 6 meters above the sea level resulting in a gentle slope from the harbor to the city core.

The gentle grading of the street and intersection could help create a better street-building interface and walkable district, however it may make it slightly more challenging for underground parking.

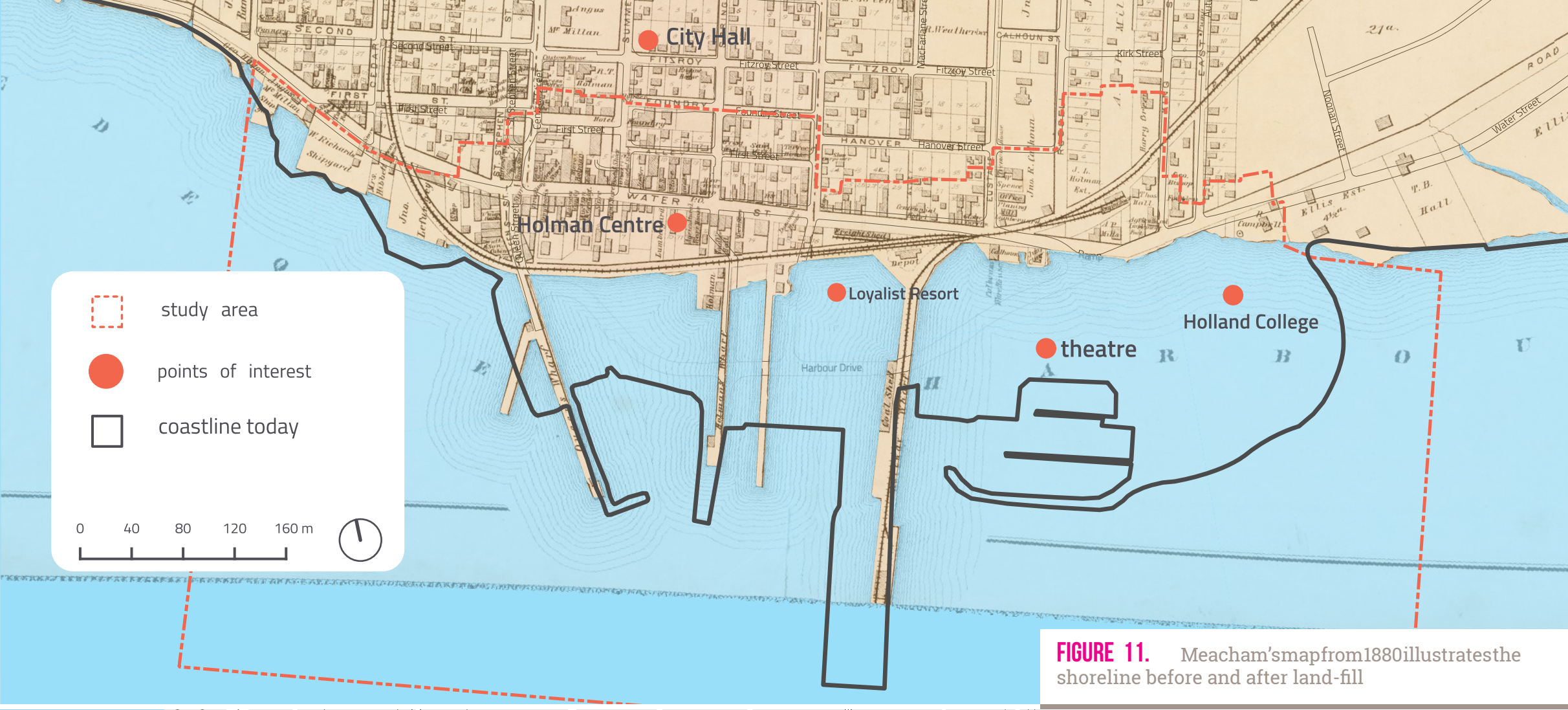


FIGURE 11. Meacham'smapfrom1880illustratesthe shoreline before and after land-fill

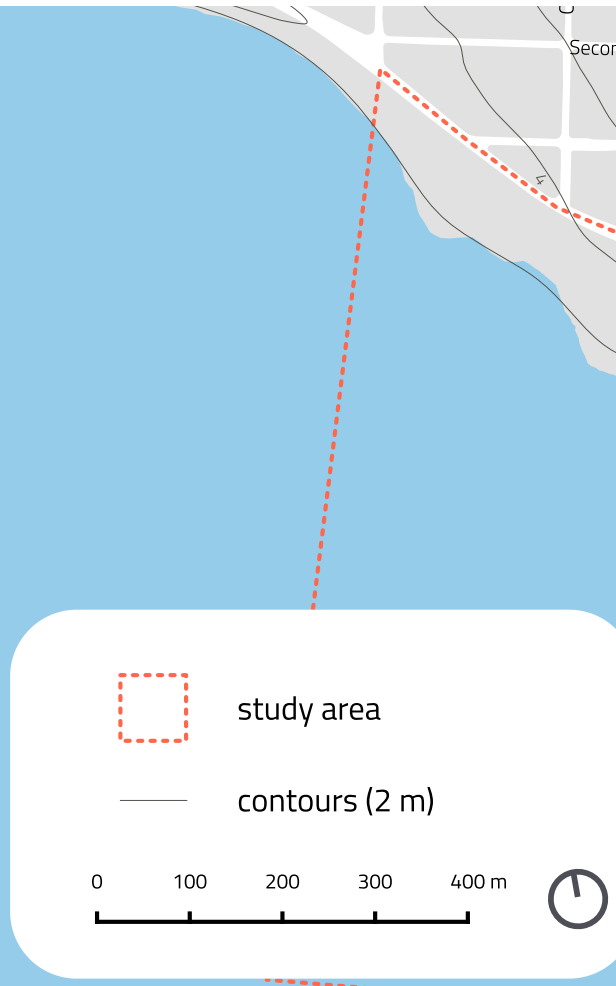


FIGURE 12. Contour Map. 2m Countour Interval.

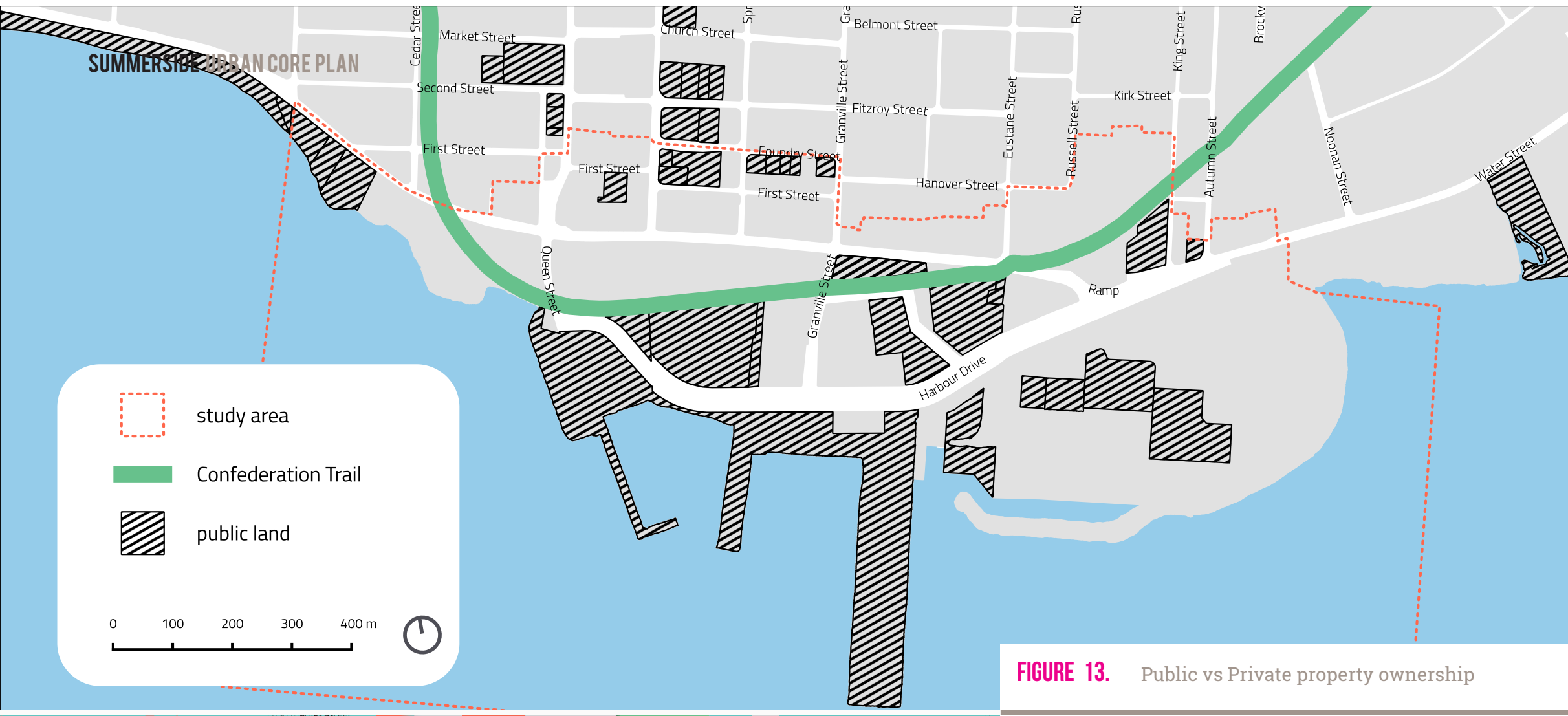


FIGURE 13. Public vs Private property ownership

FIGURE 14. Zoning Map

2.1.2. Property Ownership

Much of the land downtown is in private ownership although the SPC has begun land assembly on several underutilized water related parcels like the old Burger King property, Spinnakers Landing, the Holman Building and the old Ultramar site. Like most waterfront development corporations, land assembly for future redevelopment is a strategic priority that will help lay the foundation for a comprehensive waterfront redevelopment.

The Confederation Trail also bisects a large swath of properties in the centre of the downtown. Unfortunately, the trail passes through parking lots and the back of buildings rather than bringing cyclists and walker to the waterfront. The vision plan should explore relocating the Confederation Trail to maximize the benefits for the waterfront, improve the quality of the trail experience for trail users and free up the parking lands around the current trail for future redevelopment.

Summerside has done an excellent job at preserving its waterfront for public open space. Like Halifax, the City should mandate a 6m public boardwalk on the waterside for any future redevelopment. This will ensure that the waterfront is maintained for public access. Only the SPC Summerside Wharf is private (the industrial uses here are not compatible with public access).

There are several parks in the downtown including the Rotary Library lands, the Heather Moyse Drive gazebo and the Summerside Baywalk gateway park.

The City also owns about 20 properties in the downtown most of them being used for civic uses (like the Fire Department), park spaces or conservation areas.The City is currently not leasing any of their properties to any private companies in the downtown.

DSI, SRDC or the Chamber of Commerce does not own any land in the downtown.

2.1.3. Planning & Zoning

According to the current Land Use Bylaw, the downtown is zoned downtown commercial (C1), which accommodates a mix of a commercial, residential, and institutional uses. The harbour is zoned marine industrial (M2), which accommodates marine-related uses together with a mix of commercial uses.

The study area is regulated by the Official plan with an objective to develop a combined downtown and waterfront core area strategy targeting residential densification and infill vacate areas.

The Official plan envisions the downtown to be regulated by a secondary plan to provide more detailed development guidelines for the area. The future land use map assigns both the waterfront and the downtown as downtown commercial.

2.1.4. Bedrock and Surficial Geology

The study area is on the fringe of a coastal estuary with Alberry fine sandy loam soil, consistent the study area. This soil type is one of the most common to Prince Edward Island (23% of the Island is this soil type) and recognized by its light brown colour, which is formed from sandstone or mudstone. It has a coarse, loamy texture and drains well but not rapidly. The soil is highly erosion prone.

The bedrock geology of most of PEI is a friable soft red sandstone intermixed with shale (referred to as the Pictou Group). The rock is off the Permo-Carbiniferous age (285 million years ago) and past sea level rise of about 2-3 mm per year has resulted in about 0.5m average of shoreline erosion per year on PEI. Global Warming is anticipated to significantly accelerate sea level rise and shoreline erosion over the next century.

Only the Water Street portion of the downtown likely is underlain by sandstone geology. The other areas of the downtown are all infilled.

2.1.5. The Wilmot & Dunk River Watersheds

For Summerside Harbour, the most significant impact of the surficial geology is soil erosion in the Wilmot and Dunk River watersheds. As one of the "most intensively farmed regions of PEI with approximately 77% of its land designated to agriculture (2010, MacDonald), the Wilmot River watershed is highly susceptible to erosion (http://www.youtube.com/watch?v=n-uZmV5lsgo) and its erosion problems have long been studied and highly documented. Soil erosion into the Wilmot River will continue to infill Summerside Harbour so continuous dredging will be necessary unless significantly more stringent watershed controls are put in place. The SPC and City of Summerside should be working closely with the Bedeque Bay Environmental Management Association to ensure soil erosion is closely monitored and managed in the watershed so that impacts on Summerside Harbour are minimized. The ecology of the Summerside estuary is an important interpretive topic and could be part of an eco-touring opportunity for the downtown.

2.1.6. Harbour Depth

Over the last 30 years, 80,500 cubic metres of dredge material have been removed from Summerside Harbour in past dredging operations and placed in approved offshore disposal sites. The channel draft is currently 6.7m, with a tidal variation of about 2 m. This supports small cruisers and medium sized mega-yachts but it will not support large cruise ships or deep draught shipping. The cost of dredging is significant and a business case for taking the water depth even to 8.5 m was cost prohibitive. SPC will continue to support the port related uses but growing the port business will be restricted by the 6.7 m draft without dredging.

The restricted harbour depth and cost of dredging suggest that SPC follow a "waterfront Development" model in order to maximize its return on investment in the future. This report elaborates on that model in future chapters.

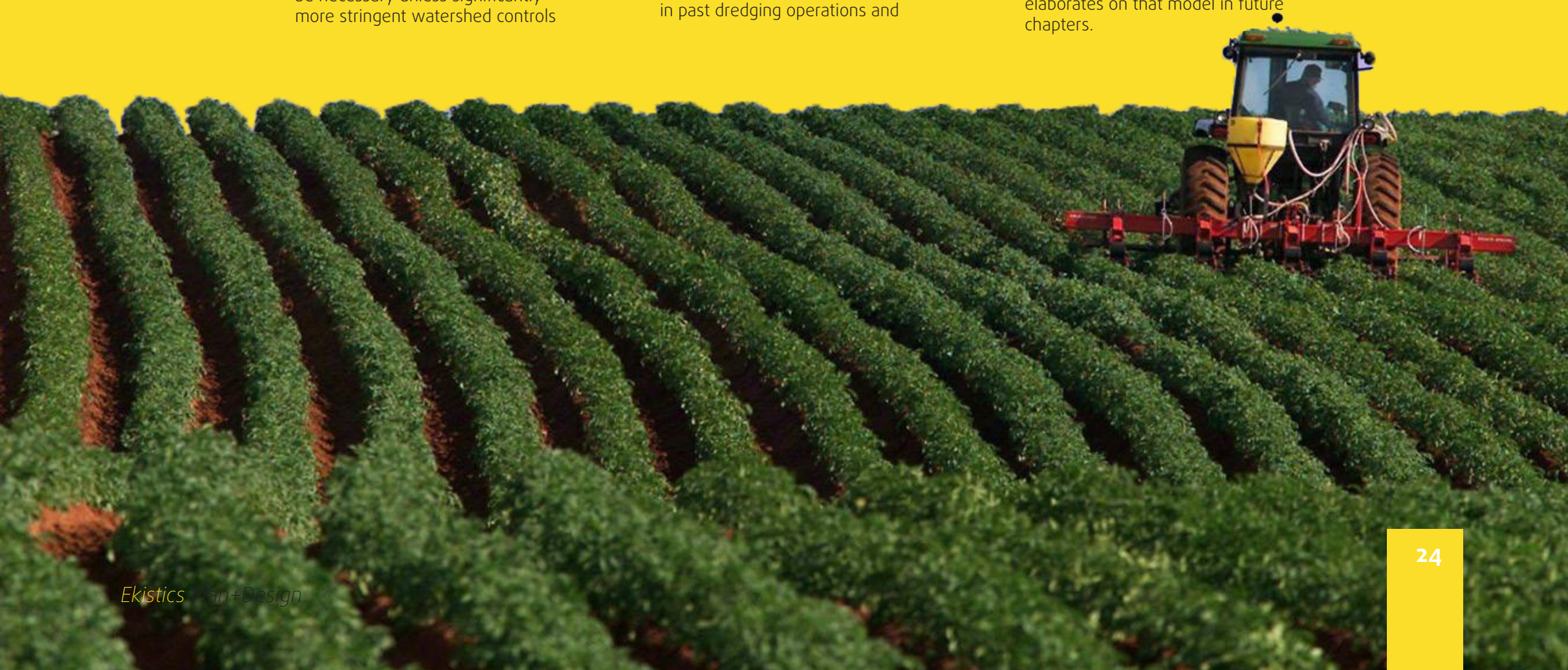


FIGURE 15. Anticipated Changes in Sea Level for the years 20125, 2055 and 2100. "Scenarios and Guidance for Adapting to Climate Change and Sea-Level Rise", W. Richards Climate Consulting, 2011

Municipality or Area	Global Sea-Level Rise (2100) (Note 1)	Crustal Subsidence (2100)	Total Change (2025) (Note2)	Total Change (2055) (Note 3)	Total Change (2085) (Note 4)	Total Change (2100)
Alberton	0.90 ± 0.43	0.18± 0.05	0.16 ± 0.03	0.44 ± 0.15	0.84 ± 0.36	1.08 ± 0.48
West Point	0.90 ± 0.43	0.10 ± 0.05	0.14 ± 0.03	0.40 ± 0.15	0.78 ± 0.36	1.00 ± 0.48
Summerside	0.90 ± 0.43	0.10± 0.05	0.14 ± 0.03	0.40 ± 0.15	0.78 ± 0.36	1.00 ± 0.48
Rustico	0.90 ± 0.43	0.18 ± 0.05	0.16 ± 0.03	0.44 ± 0.15	0.84 ± 0.36	1.08 ± 0.48
Charlottetown	0.90 ± 0.43	0.16± 0.05	0.15 ± 0.03	0.43 ± 0.15	0.83 ± 0.36	1.06 ± 0.48
St Peter's Bay	0.90 ± 0.43	0.15 ± 0.05	0.15 ± 0.03	0.42 ± 0.15	0.82 ± 0.36	1.05 ± 0.48
North Lake Harbour	0.90 ± 0.43	0.20 ± 0.05	0.16 ± 0.03	0.45 ± 0.15	0.86 ± 0.36	1.10 ± 0.48
Naufrage	0.90 ± 0.43	0.20± 0.05	0.16 ± 0.03	0.45 ± 0.15	0.86 ± 0.36	1.10 ± 0.48
Georgetown	0.90 ± 0.43	0.20± 0.05	0.16 ± 0.03	0.45 ± 0.15	0.86 ± 0.36	1.10 ± 0.48

FIGURE 16. Summerside Storm Surge Height for the years 20125, 2055 and 2100. "Scenarios and Guidance for Adapting to Climate Change and Sea-Level Rise", W. Richards Climate Consulting, 2011

	2000	2025	2055	2085	2100
Total Sea Level Rise (m)		0.14 ± 0.03	0.40 ± 0.15	0.78 ± 0.36	1.00 ± 0.48
Extreme TSL - 10 Yr Ret Period	2.86 ± 0.20	3.00 ± 0.23	3.26 ± 0.35	3.64 ± 0.56	3.86 ± 0.68
Extreme TSL - 25 Yr Ret Period	3.09 ± 0.20	3.23 ± 0.23	3.49 ± 0.35	3.87 ± 0.56	4.09 ± 0.68
Extreme TSL - 50 Yr Ret Period	3.27 ± 0.20	3.41 ± 0.23	3.67 ± 0.35	4.05 ± 0.56	4.27 ± 0.68
Extreme TSL - 100 Yr Ret Period	3.44 ± 0.20	3.58 ± 0.23	3.84 ± 0.35	4.22 ± 0.56	4.44 ± 0.68

2.1.5. Sea Level Rise

Climate change adaptation plans in coastal areas of Atlantic Canada are considering various sea level change scenarios for waterfront communities. Summerside was one of the 22 municipalities studied in 2011 as part of the "Scenarios and Guidance for Adaptation to Climate Change and Sea-Level Rise - Nova Scotia and Prince Edward Island Municipalities". The scenarios are driven by CO_2 emissions.

Because we are planning for the next 100 years of the waterfront and downtown, it is imperative to consider sea level rise scenarios for the next 100 years.

For Summerside, sea level rise is expected to increase 1.00 ± 0.48 by the year 2100. A safe value would be 1.5m. In this scenario, the existing wharves would be regularly underwater. Future wharf and waterfront boardwalk reconstruction should look at raising these structures by at least 1m. Along Heather Moyse Drive, the road is currently at the elevation of the boardwalk height; too low for future scenarios.

Storm surges could have a significant impact on high water elevation depending on the recurrence interval of the storm event. A 10-year storm surge event in the year 2100 could be 4.31 ± 0.68 m above the current chart datum, while a 100- year event could produce a height of 4.73 ± 0.68 m. An important sea level change policy that many coastal cities are implementing is retail or office floor level uses in storm surge areas as well as a first floor height of 4-4.5m.

One of the other significant factors for Summerside is that with sea level rise and accelerated coastal erosion, the sand bars that influence the mouth of the harbour could migrate significantly over time; potentially choking the mouth of the harbour. These dunes are clearly visible on aerial photos. SPC should be working with the University of PEI to monitor short and long-term changes to offshore dune formations so as to minimize future dredging costs.

Halifax is requiring new developments on the waterfront to raise their finished floor elevation by 1m above current boardwalk heights. This means that, over time, the boardwalk elevation will increase, one development at a time; eventually raising the boardwalk height over the next century in pieces.

For summerside, future wharf improvements should raise the wharves by 1-1.5m and the sheet pile shoreline should also be raised with pile caps.

2.2 Services

2.2.1. Waterfront Facilities

In Downtown Summerside, the Port is one of the key regional transportation links which provide access to international markets. The port is a logistics hub for fertilizer, root crops and gravel. Cargo opportunities on its 290m marine terminal wharf are expected to continue to decline as a result of the easy shipping provided by the Confederation Bridge. The wharf is in excellent shape and could be used for transition to tourist type uses like pocket cruises and mega-yachts. The transit shed which offers 4,970 m2 of heated space, offers space for cargo, warehousing, special events venue, berthage for larger private vessels and cruise ship passengers.

The Summerside Yacht Club is currently at capacity with about 90 boats. The Silver Fox Curling Club (owned by the Yacht Club) has just done some improvements to the facility in 2016. Expanding the capacity of the Yacht club (potentially doubling) is a high priority over the lifetime of this plan.

Holman's Wharf is a finger pier owned by the SPC. The pier could be developed for tourism and consumer oriented waterfront uses and additional boat docks could be planned between the marine terminal and Holmans Wharf. This could include the development of the outer end of the wharf for a restaurant facility/observation lounge, floating dock and ramp for harbour tours/kayak tours, retail kiosks, etc.

In 2015 the SPC purchased Spinnakers Landing which is a seasonal waterfront themed retail village on the waterfront. The location benefits from its proximity to the yacht club but it remains somewhat disconnected from the downtown. Additional waterfront housing could significantly increase traffic at the Landing.

2.2.2. Green Energy

As part of Canada's initiative to build electric vehicle infrastructure, Summerside has invested in charging stations to help make PEI one of the most electric vehicle friendly provinces in Canada. With 10 high-amp stations in place across the Island and several lower-voltage stations located in Summerside, PEI is encouraging its residence to choose greener means of transportation. Three of these stations are located Downtown at Holland college, Harbourfront Theatre, and along Confederation trail.

FIGURE 17. Summerside Parking Distribution

2.2.3. Parks and open spaces

The city of Summerside is well-equipped with recreation and green assets. East-west connections include the Confederation and Groom-Hall Family Trails and the new waterfront boardwalks through Greenshore Park and the harbourfront to the Spa Property (over 5 km in total). This trail is part of the Island-wide "Rails to Trails" system. This greenway serves as the backbone for a City-wide network of walking trails. However, in Downtown Summerside, the trail system loses its quality as the Confederation Trails runs through a parking lot. Moreover, the Confederation Trails fails to connect to any pedestrian network. On the waterfront, Spinnaker's Landing is a popular boardwalk for visitors in the summertime; but lacks connectivity.

Only two small parks are located in Downtown Summerside. Sunset Park is an urban mini-park and the Loyalist park is a 1.3-acre city park. Although Loyalist park is small in area it is one of the central parks because of its popularity among the tourists.

2.2.3. Parking

The Downtown Summerside area includes almost 2100 parking spaces in Public and Private parking lots. There are also additional curbside parking spaces on Harbour Drive and many streets in and adjacent to the BIA. A parking study was completed in 2005 and like most downtowns, the merchants believe (74%) there is not enough parking downtown and only 27% would be willing to pay for parking. Most downtown merchants have a perception that there is not enough parking but when pressed on the issue, the real issue is not enough parking close to their place of business. During the consultant's three site visits, drone reconnaissance (see fig X) of the downtown shows very little use of parking spaces. This doesn't mean there isn't peak demand shortfalls but these are probably limited to a few days per year.

As the downtown gets built out, many of the existing parking stalls will be lost to new developments. This is a typical occurrence for any successful downtown. Eventually a pay for use parking structure will be needed. The plan will need to accommodate an eventual parking structure that services the downtown, the waterfront and Holland College.

2.3 Built Environment Conditions

2.5.1. Building Heights

Commercial and retail buildings are predominantly two to four storeys in the Downtown. Among the residential neighbourhoods to the north of Downtown, 54% of all households are 1-3 storeyed single-detached houses. There are no apartment buildings with five or more stories.

2.5.2. Downtown Density

City of Summerside saw a 1.7% increase in overall population from 2006-2011, however, the population density is only 520 people

FIGURE 18. Parking Use @ 3pm June 22, 2016

per kilometre square. The vacancy rate for the primary rental market in Summerside is 7.8% compared to Charlottetown which is 4.3%. Downtown Summerside with its low rise buildings and vacant lots has a very low population density especially in the waterfront. Residential neighbourhoods to the north of Downtown are low to medium density.

By creating the conditions for high density residential development in the under-utilized gap of land between downtown and waterfront there is a significant development opportunity for the city.

2.5.3 Heritage

The City's prosperous history of a thriving shipbuilding industry and the Silver Fox industry have left behind a legacy of many fine heritage houses, which are mostly located north of the Downtown. This area incorporates a rich architectural variety of Colonial Revival, Queen Anne Revival, Georgian and Gothic Revival styles.

The Heritage Conservation Plan (2003) and City of Summerside Heritage Conservation Bylaw (SS-20) provides policies and regulations designed to recognize, protect and promote Summerside's rich heritage resources. Summerside Heritage Conservation Bylaw (SS-20) sets up the provisions for heritage conservation of built structures in downtown Summerside. It identifies an area encompassing and adjacent to the downtown (Heritage District Overlay [HDO] zone). A property tax incentive is also provided to heritage property owners. Heritage designation enables the City to protect heritage properties and also benefits owners of heritage properties through an increase in property values. Seventeen [17] historic properties have been recognized as designated heritage properties.

The City is also well equipped with cultural facilities, including the Wanda Wyatt Centre which houses the Harbourfront Jubilee Theatre and the Eptek Exhibition Centre, the Lefurgey Cultural Centre, the Rotary Library which occupies the old railway station, and the Silver Fox museum.

2.6 Market

In 2009, the City of Summerside did an market threshold analysis which looks for holes in Summerside's economic marketplace: what opportunities exist which aren't being realized by businesses operating in the city?

Several industries were identified in the report as being underserved, which are highlighted below.

2.6.1. Retail

Some of the larger deficits found in the market threshold analysis were in tourism, culture and entertainment categories. Categories which would affect the downtown and waterfront district are listed below. Negative numbers reflect the number of businesses below a theoretical carrying capacity of the city:

- full-service restaurants (-5)
- rental cottages and cabins (-5)

- bed and breakfast (-3)
- marinas (-2).
- fish and seafood markets (-1)

We would go further to say that downtown and waterfront Summerside lacks one retail amenity essential to creating a walkable neighbourhood: a grocery store. Summerside does have a farmers' market at the Holman Building on Water Street, but it is open only Saturdays and Wednesdays (and the latter only during the summer).

Annual Downtown Event attendance .2015.

Sidewalk Sale
2 day event

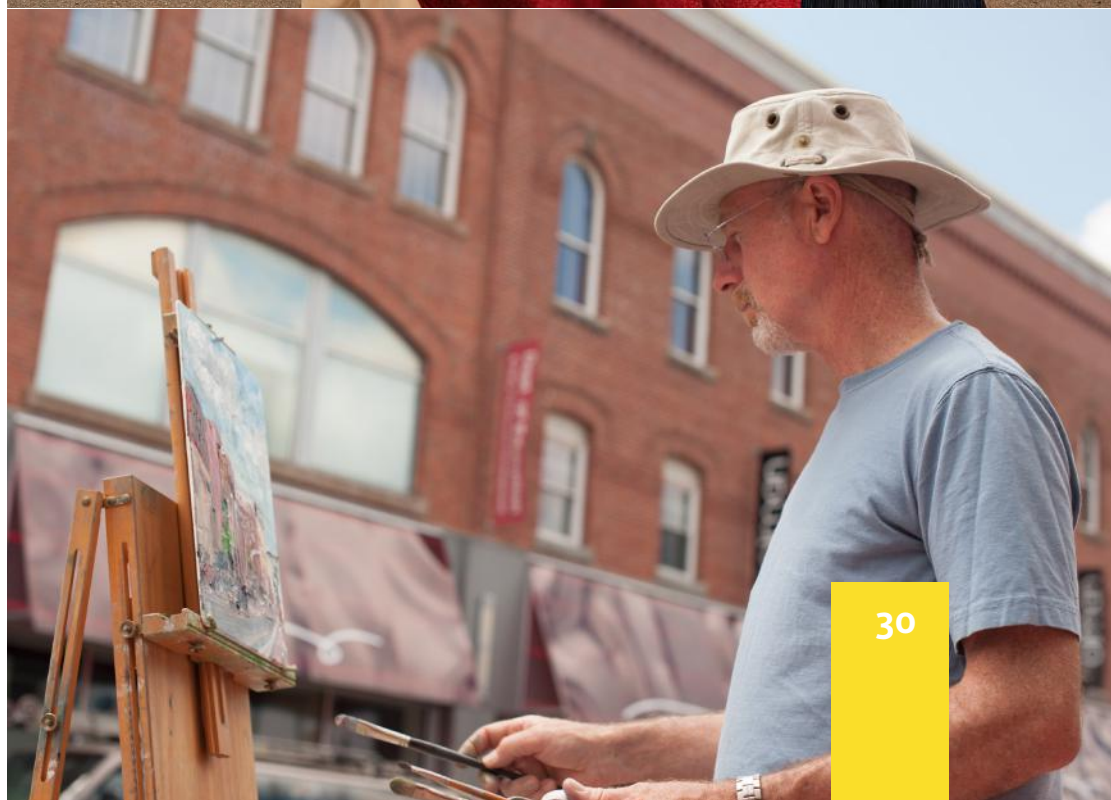
4,066

SummeRide
2 day event

730

Chautauqua and Art in motion
3 day event

5,600



2.6.2. Events

July is the big month of activities in and around the downtown core. Most of the events take place along the waterfront or Water street. Apart from this, Habourfront theatre house and Eptek Art and Culture Centre operates all year long featuring events which celebrate the traditions and culture of the region.

3.0
The 3 Anchors

3.0 The 3 Anchors of Downtown

Summerside is fortunate to have 3 main anchors for its core urban area. These include it's downtown, it's working waterfront and Holland College. Think of them as a 3-legged stool; you need all 3 working together to provide a solid foundation for growth. Understanding the trends as it relates to each of these anchors is central to crafting a plan for the urban core area. This chapter explores some of the most recent trends as it relates to these 3 anchors.

3.1 Downtown Trends

Downtown Summerside is experiencing the same trends as many small city downtowns across North America as a result of macro retailing trends which usually occur on a 20-25 year generational cycle. Some of these trends include:

- Prior to the 1930's, most retailing was done in the downtown with individual merchants owning individual stores.
- Department stores arrived in Canada around the 1930's recreating individual downtown businesses like shoe stores, clothing stores, toy shops and to some extent food services all under one roof.
- Around the 1960's the first suburban shopping malls began to show real competition to the downtown by catering to car driving suburbanites.

- In the late 1980's, big box retailing came to Canada, challenging downtowns as commercial centre of many cities. Retailers like Walmart, who opened their first store in 1994, were drawn to large parcels of cheaper land on the fringe of the city with good access to highways networks where land could be assembled and rezoned to something more akin to a shopping centre. Rather than buying expensive buildings downtown or leasing space in shopping centres, the new retailers wanted to own their own land in order to manage their own brand. In a 25 year period from late 1980, 45 US retailers moved to Canada; 27 located in enclosed malls, 18 were big box centers and none located in a small market downtown environment.
- Some Canadian chain retailers like Canadian Tire and grocers like Sobeys moved out of some downtown locations following a "Neighbourhood Centre" model with an anchor retailer and some commercial pads on the fringes (like gas, bars, fast food outlets, coffee outlets).
- By 2019 Forrester projects that online spending will account for 10% of Canadian retail spending. A market is considered 'mature' when it reaches 10% penetration. In 2015 e-commerce accounted for about 6% of total retail spending, excluding sales of goods not commonly purchased or available online, or about three percentage points less than U.S. figures.

In Summerside, the County Fair Mall located on Granville Street near the #2 Highway, and the Towers Mall located on Highway 11 at both gateway entries into the downtown. They both offered indoor shopping and plentiful parking to the now highly mobile driving public. In the late 1960's and 1970's, these suburban malls began to displace the original downtown department stores like Holmans, challenging downtown shopping locations in many urban centres across Canada. These shopping centres usually began with a retail anchor (Towers, Zellers, K-Mart, Woolco, the Bay, etc.) and then added other small retailers in an enclosed mall format. Usually growing to a two anchor format linked with smaller retailers in an interior mall, ringed with plentiful parking.

As new big box retailers came to Canada, they threatened traditional anchor retailers. Many of the traditional anchors (Towers, K-mart,

FIGURE 19. Dartmouth Crossing's "Main Street"

FIGURE 20. The Avery, Dartmouth

The master plan will need to accommodate the changes that today seem unrealistic.

Woolco, Zellers) were not able to compete and this left large empty shells in many of the traditional shopping malls. Without an anchor, the smaller mall retailers weren't seeing the traffic and they began to experience problems. So began the demise of the suburban shopping mall and many faltered.

In Atlantic Canada, Some malls like the Penhorn Mall converted over to the Neighbourhood Centre model. Some, like the Towers Mall in Summerside, changed uses altogether. Some have grown into larger regional malls (micmac and Halifax Shopping Centre). In larger regional service centres, the big box retailing format has aggregated into regional shopping districts in what were once industrial parks (Dartmouth Crossing, Bayers Lake, Antigonish Gateway, etc.). Dartmouth Crossing has tried to replicate a traditional downtown vernacular in order to recreate the walking consumer and by most accounts it has been successful. There is even discussions about bringing multi-family residential into Dartmouth Crossing and recently a 5-storey office tower was built.

Dartmouth Crossing is trying to recreate a traditional urban core in a big box industrial park context. Some would argue that this has come at the expense of downtown Dartmouth, but Dartmouth is an interesting case study of rebirth.

Downtown Dartmouth Case Study

Dartmouth's downtown was very prosperous up until the exodus to the suburbs in the 1950's. From the 1950's to 2010 the downtown was in a downward spiral characterized by dilapidated buildings, pawn shops, tattoo parlours, strip clubs, vacant buildings and entire blocks of buildings removed to create parking in an effort to save the fledgling downtown merchants. The hope was that by providing plentiful and nearby parking, the downtown could recreate the success of the suburban mall phenomena. Yet vast onstreet and offstreet parking didn't offset the downward spiral. Millions were spent on streetscape improvements and facade programs in the 1990's to provide a competitive advantage. Still, the downtown suffered. Property values and assessments remained low and building owners could not attract the rents needed to make improvements. Dartmouth's colourful moniker as "the Dark Side" was a reference to its dangerous and dilapidated downtown.

In the last 6 years, however, downtown Dartmouth has seen a dramatic change. A rejuvenation in physical composition and local attitudes on a scale

FIGURE 21. Kings Wharf, Dartmouth

FIGURE 22. Founders Corner, Dartmouth

that would make any town proud. But why the sudden change? Did a new catalytic employer come to town or did the municipality invest millions into public improvements?

The answer was simple really. Halifax Regional Municipality (HRM) made a decision in 2005 to encourage more housing downtown and as a result supported the conversion of the Irving Shipyard on the waterfront as a high density waterfront redevelopment called Kings Wharf. The development promised hundreds of new high end residential units, groundfloor retail, new restaurants, a marina and signature open spaces. Though only 2 of the dozen multi unit buildings have been occupied in 2016 (2 more are under construction and all have been fully leased), there is a renewed energy and confidence in the downtown. Additional multi-unit mixed use developments have since followed and many more are planned.

While these developments have added hundreds of new people living downtown, what's really visible is the change in the retail 'quality and breadth' downtown. New micro-breweries, high end restaurants, specialty coffee shops, bike repair shops, bakeries, and fancy new bars have taken the place of strip clubs, seedy bars, and tattoo parlours.

Joel Plasket has even opened a downtown recording studio and barber shop. The change is very visible over 6 years.

As new quality residential developments went in, new businesses sprang up to meet the new demand. New people and businesses raised the property assessments in the downtown making it more challenging for absentee landlords and low end businesses to survive in this new economic climate. Rents needed to increase to meet the higher taxes. The downtown has begun a process of gentrification that makes it impossible for low quality businesses and rent by the hour apartments to survive in the downtown. Abandoned buildings now have value and have been bought up to be restored or be torn down as new development projects. What is interesting is that the old parking lots have increased in use slightly but nowhere near the level of new development. 3 of the large parking lots are now planned as development sites. While parking was the excuse in the past, it will start to become more of an issue as the value of the parking lots don't make economic sense anymore. Free parking has been replaced with demand based parking rates (a toonie per 80 minutes in downtown Dartmouth, Toonie per 60 mins in Halifax). When a half acre surface parking lot is worth $2 million or

"Downtown Dartmouth is also booming with quirky, unique local business – none quite as unique as New Scotland Yard Emporium – the brainchild of local songwriter Joel Plaskett which houses a recording studio, record shop, coffee bar, and hair salon. Emergency bass player Chris Pennell runs Elk's Haircutting at the Emporium where his mix of male and female patrons get their hair done while listening to Taz records, and might catch a glimpse of musicians in between takes."

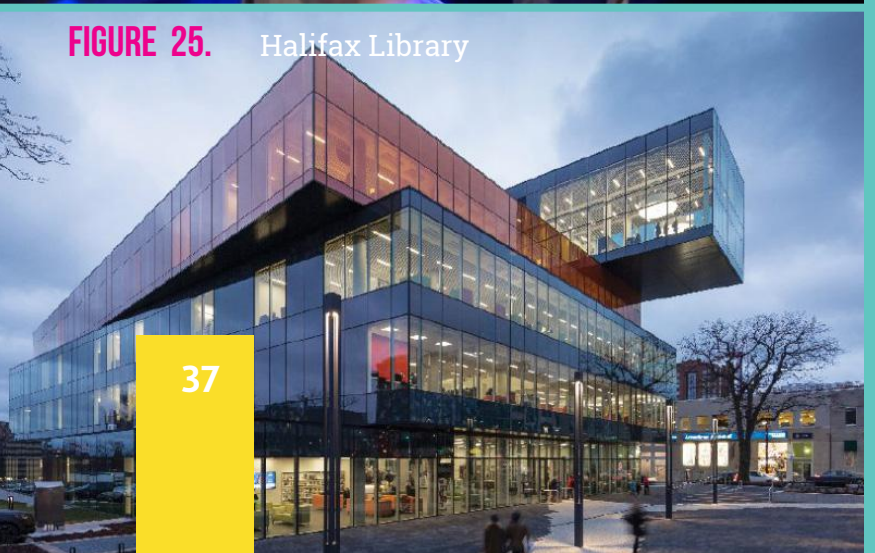
Be a Tourist in Your Own City: Downtown Dartmouth is the place to be

Halifax Metro, Aug 2016

FIGURE 23. Portland Street Infill by Ekistics

FIGURE 24. Autonomous Vehicles coming in 2021

FIGURE 25. Halifax Library



more then it starts to make economic sense for a parking structure. Dartmouth currently doesn't have a parking structure as land values are still too low, but as land values continue to increase it starts to make much more financial sense to put parking underground or in a parking structure. For instance, if it costs $20k for a parking space in a parking structure and 1 acre of land can house 100 parking spaces, then when the land value exceeds $2m per acre it starts to make sense to put that surface parking under a new development. While Summerside isn't there yet, every growing downtown will go through some version of Dartmouth's transformation. The master plan will need to accommodate the changes that today seem unrealistic.

The big takeaways from Dartmouth are:

- Parking alone will not save the fortunes of downtown. Don't let it be the excuse why your downtown is not performing.
- Private investments in streetscaping, signage and facade programs are only a part of the equation to leverage private investment. Real change comes when new development follows.
- A focus on high quality waterfront housing will bring new residents that will drive new businesses and renew existing businesses.
- Increased assessments is one way to measure the change in the fortunes of downtown. They are instrumental in the gentrification of downtown.
- Policies that make new high quality development easier to do is an essential ingredient in the process.
- Change can come much faster than anyone would have predicted. Make sure you have a sound plan to drive change before it comes.

Future Downtown Considerations

Downtowns have the potential to change significantly over the next decade as a result of several key factors:

- Online Retailing: The growth in online retailing will have significant implications on retailers. With retail sales approaching 10% in the next few years, big box retailers have already started to build their online and mobile infrastructure to challenge new online specialty retailers like Amazon. The disadvantage of online sales is that you can't touch it before you buy it and it can take days (or weeks) to deliver. The advantage is that cost comparisons are easy, and there is usually more variety. "showrooming," the practicing of browsing in a store, and purchasing online was supposed to seal the fate of the big boxes. Now, it seems that "webrooming," or browsing online but buying in the store, has become popular. An Accenture survey said that 78% of respondents said they had "webroomed," while just 72% had showroomed. The first waves of stores to disappear are toys, books, and electronics. Major retailers are focusing their physical presence as a branding opportunity; meaning retailers could have a smaller number of stores in a particular region and these retailers will be concentrated in shopping areas that match their brand impression. Downtowns will have to bring merchants together so that consumers will feel that they are in a special place with the opportunity for multiple experiences (eating, recreation, shopping, learning, play, etc.). Downtowns are a place for experiences that cant be got online. This can include specialty restaurants, public art, events, playgrounds for kids, learning opportunities, places to meet people and special entertainment. Enhancing the experiential qualities of

downtown retail environments and focusing on local services and products is a key to downtowns success.

- Autonomous vehicles (AV) are only about 5 years away and the first fully autonomous cars will be commercially available by 2021. This could have a significant impact on downtowns as it becomes much easier to (1) go to bars at night without the worry of driving over the limit, (2) parking becomes less of an issue because the car can be summoned from greater distances where parking is more plentiful and cheap, (3) drop off areas in the downtown will be more important so some onstreet parking could be converted to AV drop areas, (4) The 1.5 hours per day of focused driving can now be used to read books, watch movies, and 'consume' other retail goods. Summerside has already moved to electric charging stations so it should become a leader in AV planning as well.

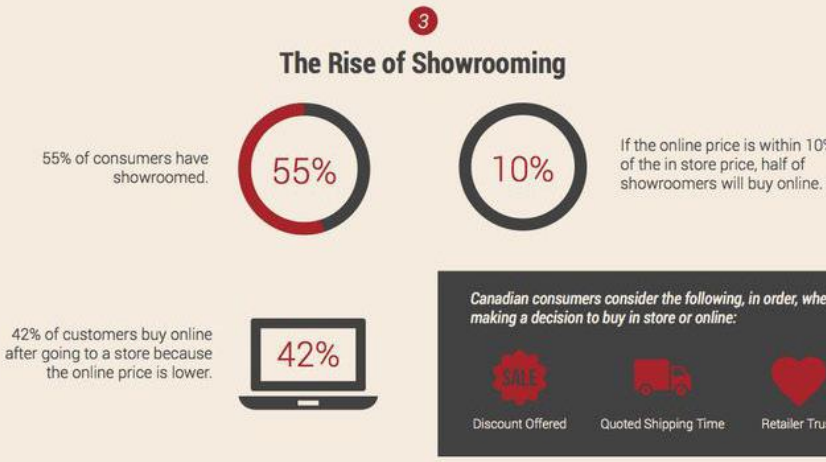
- Signature institutional facilities should be located downtown. Halifax's new public library is a radical rethinking of a public gathering and learning space. It has a full-time event planning staff charged with planning everything from weddings (2-3 per week) to feature concerts to Olympic signature events in the City. It will be important that the city and Province ensure these important public venues are located downtown and to think beyond the traditional programming for new public facilities.

- Downtowns are focusing on bringing people back to live full-time. With a push away from suburban sprawl, downtowns are encouraging a new breed of residential opportunities. Millennials who don't have the same desire for home ownership are looking for downtown locations with opportunities for having everything a person needs to be healthy and happy within a walking radius of home. Car ownership is also on the decline with Millennials who prefer to stay connected by phone rather than face to face. All signals point to a significant intensification on downtown living in the coming decades. Summerside's waterfront location and the connection to the Confederation Trail, beaches and waterfront boardwalk are significant advantages for new housing downtown.

- Pension funds and REITS are investing in downtown developments right across Canada. Local developers and even larger city developers are looking for unique locations to invest in real estate developments like multi-family housing or mixed use developments. These partners are looking for $20m+ developments and partner developers that can finance half.

- Form-based codes are becoming more prevalent across North America as an alternative to or in support of traditional zoning. Zoning usually deals

How Shoppers Transcend Channels
80-90% of customers pre-shop
79% of Canadians research online before buying
75% of Canadians shop primarily in-store
58% of smartphone users follow social links to brand websites
33% of consumers use social media for shopping
27% read online reviews and recommendations


3
The Rise of Showrooming
55% of consumers have showroomed.
55%
10%
If the online price is within 10% of the in store price, half of showroomers will buy online.
42% of customers buy online after going to a store because the online price is lower.
42%
Canadian consumers consider the following, in order, when making a decision to buy in store or online:
SALE
Discount Offered
Quoted Shipping Time
Retailer Trust

4
The Changing Retail Landscape
CONSUMERS ARE FICKLE
54% of loyalty program participants would end their relationship with a retailer if they don't receive personalized content or offers versus generalized messaging.
RETAIL SALES ARE UP
Canadian retail sales are up 5.5% year over year in 2015 [YTD], and trending upward.
MOBILE IS THE KEY TO SALES

with controlling use, height and site based conditions like street frontage, setbacks from property lines, parking, site coverage. These conditions are usually absolute and there is no opportunity for changing without a zoning change (which usually requires a public process) or a development agreement (which requires a public process). Encouraging development requires more certainty and less chance. Form based codes are one way of reducing the chance in a development by being more specific about the volume of the development, the process for approval, and the approach to dealing with minor and major variances. Halifax credits its 2009 downtown Form Based codes with the current resurgence in development. The process puts the public engagement at the beginning in the rule setting phase and then removes it from the application phase to ensure more certainty for developers. The process usually requires a "Design Review Committee" to oversee variance requests. The process involves a requirement to submit the completed architectural and site drawings with the application so that the design can be compared against the volumetric code requirements. This is a very different approach for Summerside than traditional zoning and one that will be explored in more detail to determine its applicability for Summerside.

» Development incentives are sometimes considered to encourage development. These can take the form of no permit fees, taxes holidays, transfer of development rights (in larger cities) and density bonusing (the developer creates a public benefit and in return is permitted additional density).

3.2 Urban Waterfronts

Urban waterfronts are highly specialized and desired for downtown developments usually including multi-unit residential, specialty class A office space, entertainment spaces, important civic spaces like conference centres, libraries or galleries, and experiential retailing like specialty clothing, restaurants and pubs. The proximity to boats and water based activities like sailboarding, see-dooing, or kite surfing will draw adventure and active lifestyle residents. These locations are highly unique and highly sought after as development sites. They are often the 'postcard' image of any waterfront city.

Some of the important considerations when developing urban waterfronts include:

» Public private partnerships are vital to the success. Usually a waterfront or riverfront development corporation is responsible for land assembly, design guidelines and/

FIGURE 26. Toronto Wave Deck

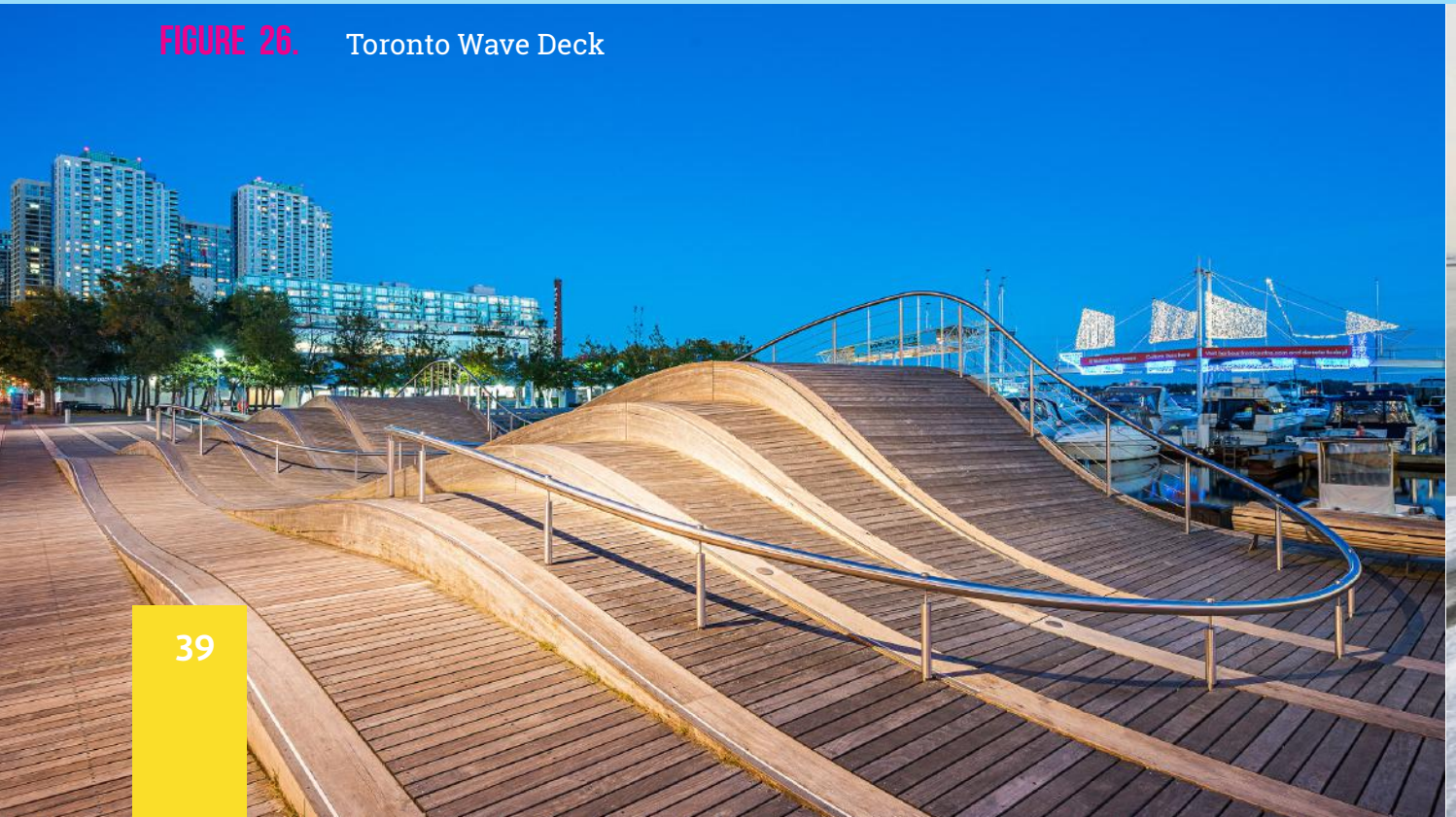


FIGURE 27. Toronto Waterfront Skating

or public benefit creation like parks, boardwalks or trail systems along the edge.

- The waterfront must be held and developed in public ownership. This means boardwalks, trail systems, waterfront parks, wharves, etc should be fully public at the waters edge. Exceptions are made for waterfront industry which is vital to the city and must be separated from the public.
- Public art, public events and entertainment should be programmed into the design of the waterfront and coordinated by a development corporation.
- groundfloor uses that front on the waterfront should be active retail, restaurants or entertainment type uses. There should be no blank walls on the waterfront and parking should be underground.
- Streets that terminate at the waterfront should preserve their view corridors to the water. These should remain as public open space corridors.
- wharves and docks should be programmed for commercial uses which could include small buildings, kiosks or even mobile stalls.
- Water related uses should have high priority (marina's, harbour tours, etc.).
- Boardwalks should be connected to longer municipal trail systems whenever possible.
- The history of the waterfront should be central in its design.
- The city's most high quality urban spaces should be reserved for the waterfront.
- Wherever possible, natural shorelines, wetlands, or beaches should be preserved to remind people of their connection to nature at the break between land and sea.
- Open spaces should include a wide variety of scales, active/passive uses, themed and non-themed environments. Each new 'discovery' along the waterfront should be meaningful and memorable.
- Existing non compatible uses should be creatively bridged so that they don't break the continuity of the waterfront experience.
- Waterfronts should be planned by locals for use by locals rather than for tourists. When they are meaningful places to residents they will be meaningful to tourists.

Summerside's waterfront is an amazing canvas for high quality development in the future. It should be directly linked to the Confederation Trail and it should be anchored on both ends by high quality urban spaces. Holland College's role in activating the waterfront shouldn't be underestimated.

URBANWATERFRONT

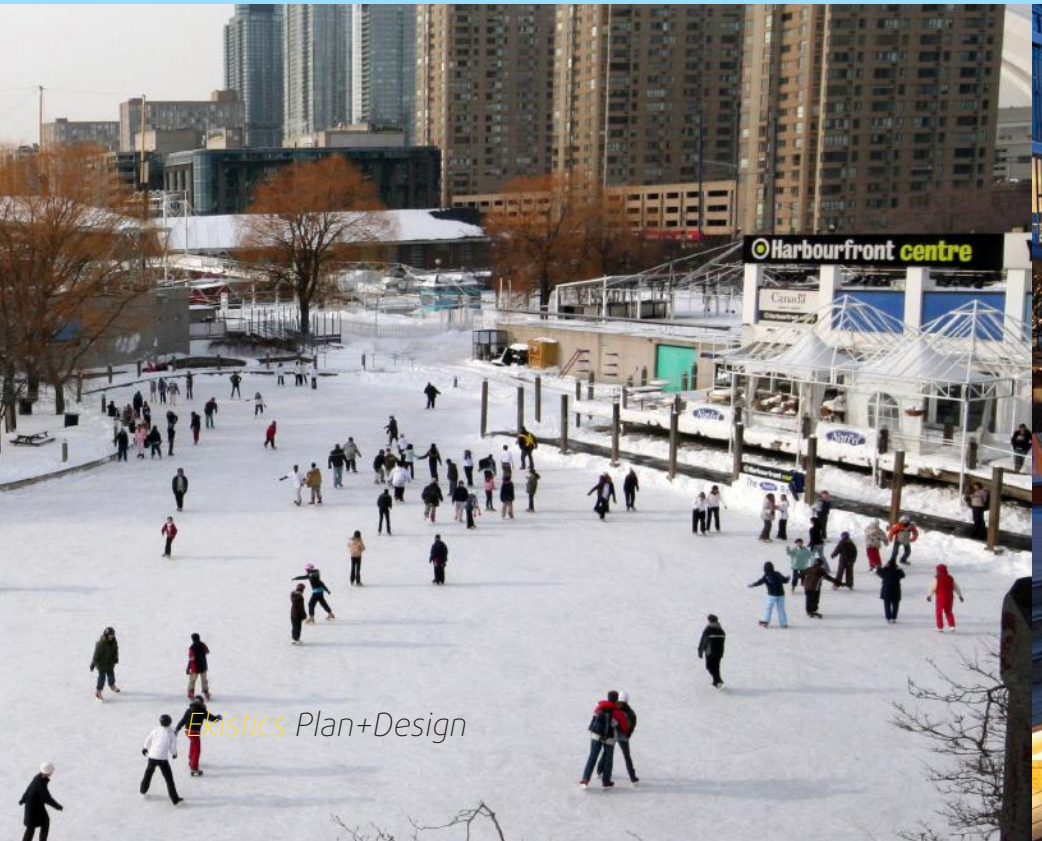


FIGURE 28. Waterfront Promenade at AKER BRYGGE

FIGURE 29. Holland College Urban Campus Charlottetown

FIGURE 30. Copenhagen Business School

URBAN CAMPUS

3.3 Urban Campuses

Universities and Colleges are sometimes located in downtown locations much to the benefit of businesses, residents, students and staff. Downtown campuses have a very different character than the traditional suburban model where the campus is viewed in isolation from its surroundings. In these downtown environments, the campus becomes a connected part of the urban fabric bringing youth, vitality, new ideas, commerce, and the need for new services like housing, bars, restaurants, coffee shops, recreational needs, etc. into the downtown mix. This can create a high energy environment in the downtown that wouldn't otherwise exist. In Halifax, there are no less than 4 urban campuses in the downtown including Dalhousie, SMU, NSCAD and NSCC. These campuses bring about 14k students and thousands of staff into the urban core every day, eating in the restaurants, buying books and magazines, shopping in retail areas and drinking at the local watering hole. Campuses usually have some of these services internally but more often than not, they are part of the connected fabric of the commercial and entertainment network downtown.

When Holland College bought the old Towers Mall in 2011 and opened in 2012, they converted a 40 year old building into a campus that now houses 12 programs and 500 full-time students and 150 part-time students. Most of the students drive in from outside of Summerside but about 20% reside in rental housing near the campus. As a result, the current parking lot is usually fully subscribed all year round. There are no immediate plans for expansion at the Summerside Campus as the number of high school graduates on PEI has declined by 30% in recent years. The College is planning to maintain its current numbers. Connectivity between the College and the downtown remains a desire of the College.

So while there are no immediate plans for expansion at Holland College, the Urban Core Plan has a 25 year time horizon and should consider what the Holland College campus could look like at that time.

Urban campuses are unique and some considerations for their future development include:

- Urban campuses are an extension of the street grid of the city. They should try to connect rather than looking inward in isolation of their surroundings.
- Students need leisure space for relaxing and thinking one the campus. Parks or urban plazas should be a required part of any urban campus program. Sixty-one percent of incoming freshman students pick the school they choose to attend based on appearance. First impressions play a part in many students' decision making process giving landscape architecture a substantial role in the enrollment success of schools across the

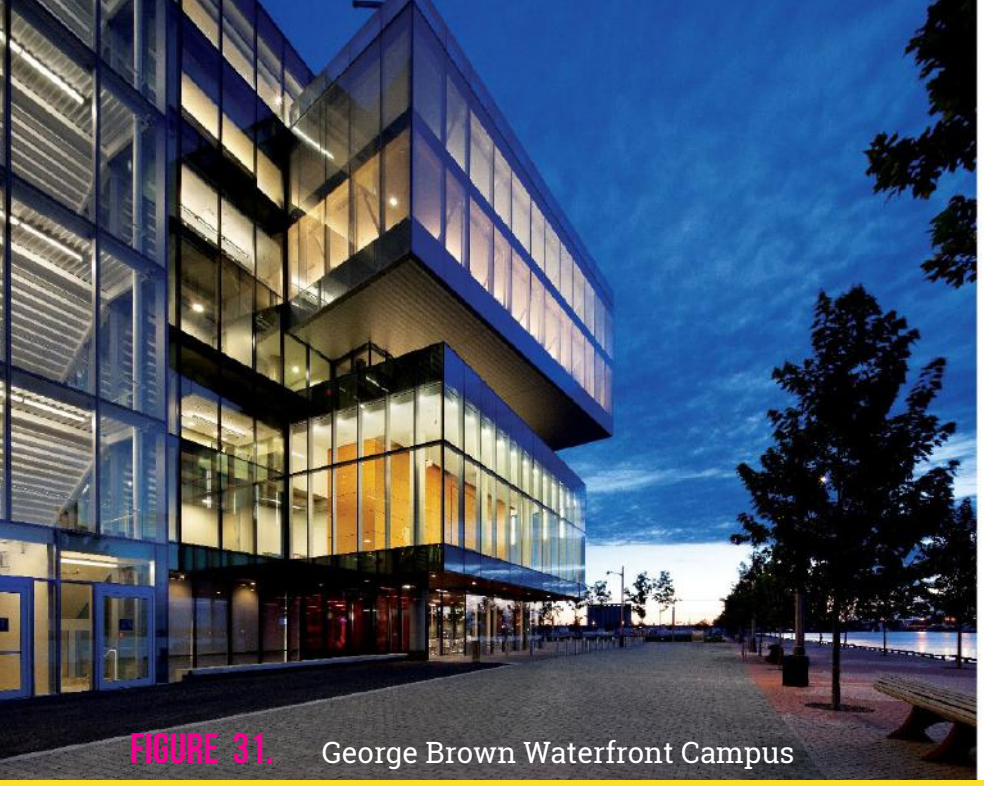


FIGURE 31. George Brown Waterfront Campus

country" Ernie Boyer, The Carnagie Foundation

- Campus housing and dorms play a role in shaping the culture of the campus. Whenever feasible student housing should be part of the campus or on the fringe in partnership with a local developer.
- The campus should be physically connected to the downtown with buildings and activities. If the campus can't come to the downtown then the downtown should come to the campus.
- The campus shouldn't be surrounded by asphalt parking. While parking is critical, so is green space and open space.
- The waterfront is a significant asset for campuses lucky enough to have waterfront frontage. In these cases, the campus should work with the city and other downtown development associations to create an open space waterfront 'oasis' for students.

FIGURE 32. Unique Campus Landscapes

4.0
Core Design Principles

4.0 Core Planning Principles

The foundation of any Urban Core Plan is a sound set of "core planning principles" underlying its foundation. In fact, the master plan (to be illustrated in the next chapter) is only one possible desired future out of many potential futures depending on market conditions, investment interest, government programs, partnership collaboration, etc. The core planning principles, on the other hand, will remain constant as the yardstick for decision making as the plan gets built out over the coming years.

There has been significant public engagement over the last 3 years which focused on identifying and distilling the guiding principles that would frame this plan. These sessions included workshops, stakeholder meetings, online survey, public open houses, and steering committee engagement sessions. All of these were geared towards understanding what makes Summerside different, what is its unique value proposition, what does the community want its downtown and waterfront to become and what features should be preserved and cemented into the plan.

The core planning principles represent the priorities of the community, ensuring that something valuable is not lost in order that something new might be gained. These principles should be the foundation of any future planning decisions related to the downtown or waterfront.

4.1 SPACES TO LOVE

FIGURE 33. Confederation Trail

Open space is the connective tissue that binds together people with spaces, experiences with events and the conduits between destinations. The plan starts by identifying important open space topologies and signature spaces that will be important in the future. Some of these spaces already exist like the Baywalk and the Confederation Trail. These are the linear elements that tie the downtown to its surroundings and connect people to water. Some linear open spaces need to be created. Downtown needs to be connected to the waterfront and Town Hall needs to be connected to the waterfront. Other destination open spaces need to be created as outdoor rooms to the waterfront.

Enhance the Confederation Trail

The Confederation Trail (CT) is an amazing asset linking downtown to the rest of the Province. Over it's 435 km length it links towns and cities, parks and beaches, harbours and rural farming communities. It's current route through the downtown follows the old rail line as it does along most it's length. Unfortunately for Summerside it only touches the water in one uneventful location for a little over 100m. At this location the Baywalk and the trail meet and then diverge in both directions. For most of its length through the downtown, the Confederation Trail runs through parking lots behind buildings that have, for the most part, turned their backs to the water. The opportunity exists to move the trail from the parking lots towards the waterfront so that the trail and the Baywalk mingle for a much longer distance.

The Confederation Trail should be relocated from the parking lots behind Water Street to the waterfront so that the Baywalk and the Confederation Trail merge for a longer length along the waterfront.

Wayfinding stations should be created to highlight the various options for the trail route; one to the Baywalk wetland gateway park, one to the Water Street Commercial District and one to the Waterfront Baywalk.

Enhance the Baywalk

The Baywalk is one of the City's greatest assets extending almost 3 km along the waterfront of the city. The City and downtown partners should continue its investment in upgrading this asset to widen it as a mixed use trail and to create a variety of experiences, destinations, and thought provoking experiences along its length. Where it passes through the downtown, it could be more urban and in more natural areas it could be more rustic. Wayfinding and branding signage as well as interpretive features, public art and sculptures should be part of the experience.

Connect the Downtown to the Waterfront

The downtown runs parallel to the waterfront and like many historic downtowns in Atlantic Canada, the waterfront was usually a dirty industrial place, one that most downtowns turned their backs toward. As waterfronts have become the prime destinations for real estate and tourism, there is a need to reconnect to them physically and emotionally. A central

signature public space linking the traditional downtown back to the waterfront should be a key objective of the plan. New groundfloor retail uses should flank both sides of this new linear open space bringing people from the waterfront up into the downtown and vice versa.

Campus Open Space

The 750 students and 100 staff of Holland College deserve a dedicated open space for relaxation and contemplation. Ideally this would be a larger open space where students could throw a frisbee or football, sip coffee in a sunny wind protected nook, or finish homework under a shady tree. These are the memorable places that stick with students and create experiences that last a lifetime. The connection between learning, recreation and relaxation are well known. These spaces are also where the students begin to mingle with residents, cementing the bonds of community. This should be a high priority for the College as well as the City and its partners.

Create Signature Public Spaces Downtown

Great public spaces are more than just a grassy field on some left-over piece of land. They must be inspiring places which feel like the centre of the city—draws on their own right, which become meeting places for residents. They should be flexible to accommodate a wide range of uses. Public spaces should be usable (and maintained) year round for four-season interest. And they should be rich in amenity, making them engaging for a range of interests, activity levels and age groups. Most cities have signature public spaces in their downtown but Summerside only has the Confederation Trail; a linear park. A signature urban park(s) should be part of the future plan for Summerside. It needn't be a formal city square, but it should be a memorable public space that is usable year round.

Not every public space needs to be large, and intended for the city as a whole. The downtown should have a range of spaces at varying scales:

- "pocket parks", small neighbourhood parks and playgrounds intended for residents,
- medium-size squares and parks of interest to the whole district, and
- the largest event centres, regional parks and central squares of interest beyond the city boundaries.
- active playgrounds and courts, plus passive contemplative places for rest, reading and relaxation.

Enhance the Public Wharves

In many places in Maritime Canada, the wharf is the centre of activity in the warmer seasons. Once the nexus of fishing and boat building, today the wharf is the centre of recreation: a place to relax, take a lunch or go for a walk with the family among friends, fellow citizens, and visitors.

The Marine Terminal is a working industrial pier and for the foreseeable future it will remain as a security protected facility. Since cruise ships will be docking there as part of the new business strategy, there could be some merit in a small welcome centre in the facility with some visitor information and the possibility of small vendor stalls. Charlottetown has built a similar small facility in their Marine terminal.

Holman's Pier has significant opportunities for creating a restaurant and some commercial kiosks. Anchoring more of the waterfront with retail and food services will help create a cluster on the waterfront that will help Spinnakers Landing.

Queens Wharf is also owned by the Port Authority and is fortunate to have the Summerside Seafood Supreme fish plant in year round operation. There is excellent potential for a seafood restaurant associated with the facility overlooking Queens Wharf.

Between the wharves there is significant potential for boat docks and possibly large vessel mooring.

Preserve View Corridors to the Water

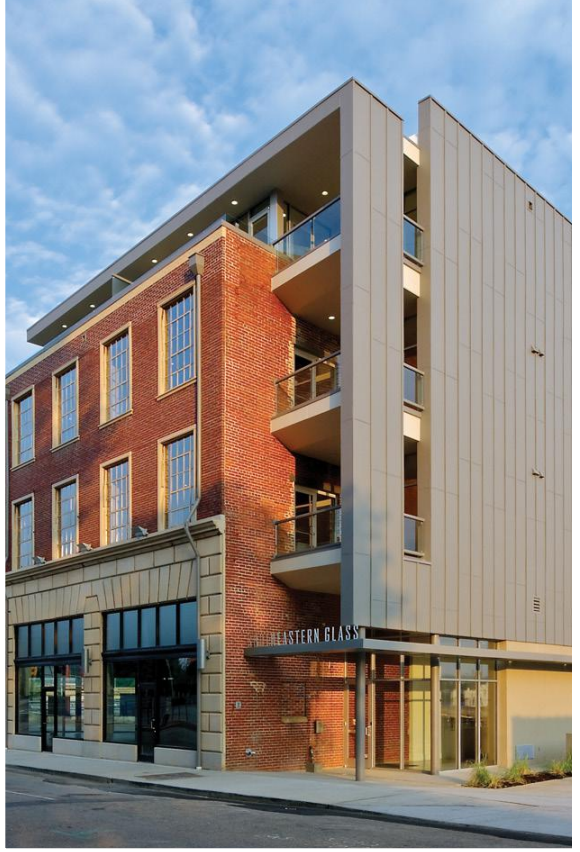
The public was adamant that views to the water from the streets that terminate at the waterfront be left open. These spaces should be signature plazas and open spaces.

Make Downtown Bicycle Friendly

Cycling is growing in popularity around the world. With a growing immigrant population in PEI and a growth in cycling tourism, there should be a dedicated effort to improve bicycle facilities in the downtown. Heather Moyse Drive is wide enough (16.5m) to accommodate parking on both sides of the street (2.5m), a dedicated 1.5 m cycle lane on both sides of the street and a 3.5 m travel lane. Numerous studies have shown that the presence of safe bicycle infrastructure leads to greater retail sales in traditional downtown areas.

provide space for public events such as music festivals and sports

Open space isn't just about parks: it's also about programming. Great open spaces are flexible, usable for many different purposes at different scales, such as festivals and sporting events, large and small.



4.2 HOUSING DOWNTOWN

The primary catalyst for growth in the downtown is to encourage more people to live downtown. There is a significant trend towards more multi-unit housing in Canadian cities and these new households are most successful in downtown locations where there are restaurants, services, shopping and groceries just a few minutes walk from home. Summerside's waterfront is poised for waterfront living.

Encourage more people to live downtown

There should be a goal of encouraging 500 new waterfront housing units in the downtown over the next 25 years (20 units per year). Ambitious? Yes. Impossible? No. Halifax had a 10 year goal for 1000 units over 10 years and they reached it in 6. Such goals are measureable and keep everyone focused on results. This one metric will change downtown Summerside in many new and exciting ways.

Encourage Mixed-use Downtown

Buildings and spaces that have a single use (retail, commercial, residential) tend to make for less-vibrant streets, and make transportation complicated. Imagine being able to walk to work, to the grocery store and to the neighbourhood pub. Mixed uses create highly desirable downtowns.

Ground floor uses should be public

In order to activate streets and cause people to want to come downtown, ensure that all ground floors have active uses like retail, commercial, services, and restaurants. Ensure there are no blank walls on any street, waterfront or public plaza. These are the areas for active engaging uses.

Encourage economic and environmental sustainability

Encourage sustainable community design and showcase the City's commitment to developing a clean and green downtown.

Encourage affordable housing

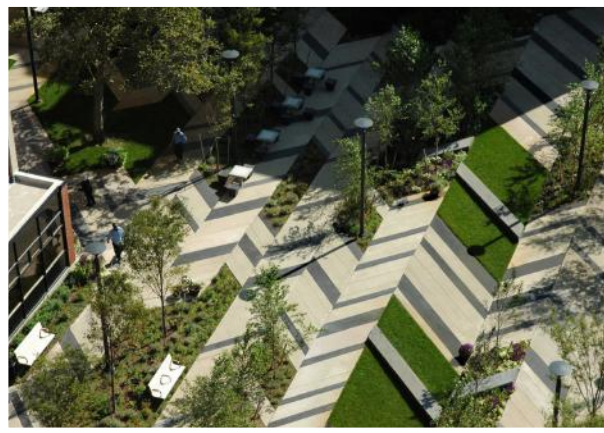
Many municipalities are responsible for ensuring that below-market rate housing is available for those who need it. Affordable housing ensures diversity of residents: that the best land doesn't become an exclusive playground for the affluent. Diverse neighbourhoods are better for everyone.

Explore boating housing

Boat housing is gaining momentum in some urban cores. The land between Queens Wharf and Holmans Pier could be an ideal boat housing cluster. With AirBnB, who wouldn't want to spend a night or week on a houseboat?

Infill the Downtown with Housing

Look at adaptive reuse for existing heritage buildings and creative infills for new developments. New infills should retain the streetwall of the original street (number of storeys) and towers should be setback at least 3m from the street wall.



4.3 URBAN CAMPUS

Create a Student Park on the campus

Create a series of signature open spaces for students and staff on the campus. Short-term, the College should work with the City and its stakeholders to develop some waterfront spaces for students. Lon-term, a larger park on the waterfront should be created.

Long-term, move towards an urban waterfront campus model

The Towers Mall shell is still in relatively good condition and may not require major renovations for some years. Eventually though, the administration will see the cost benefit of adding new standalone buildings on the campus. When these buildings are considered, they should be developed in much the same way as the buildings being proposed for downtown. In other words, the buildings should be pulled up to the street (without parking in front), groundfloors should have active uses rather than blank walls, parking should be clustered behind the buildings or under the buildings, and landscapes should be as important as buildings.

Connect the Campus to the Downtown and Waterfront

The waterfront is already well connected with the campus through the Baywalk. Additional connections should be park of the Baywalk upgrades. The downtown is not well connected to the campus. Though parking is admittedly at a premium, the corner of the parking lot near the lit intersection would be an ideal site for a small mixed use development that would anchor this corner of the campus and provide a midway destination between the campus and downtown. With this plan, the downtown should move closer to the campus as the old Ultramar and Burger King sites get developed. The proposed onstreet cycling route will also improve connections between the downtown and the campus.

Change the signalized intersection to a roundabout

The current intersection of Water Street and Heather Moyse Dr is characterized by a 4 lane highway. Moving to a roundabout could reduce the highway cross section back to a 2 lane intersection similar to what is found north of the campus. Students will find it easier to cross 2 lanes rather than 4 lanes.

Connect the Campus to the Water

The potential for small engine marine repair or other marine related programs are a natural fit for the waterfront campus. In the future, there may be a need for boat slips or marine repair facilities. Ensure the plan accommodates these future needs.

4.4 OTHER PRINCIPLES

Ensure a continuous public boardwalk along the water

Ensure that the public boardwalk along the waters edge remains at all times. In no case should a private or public building be placed between the water and the boardwalk; except in the case of houseboats or buildings on the wharves.

consider 1-1.5m sea-level rise over the next century

Much of downtown and waterfront Summerside lies within just a few metres of the mean high water line, which means it's especially vulnerable to the predicted sea-level rise. Future finished floor elevations of buildings should be raised 1m from current ground elevations where possible. This may mean raising the boardwalk in some places (or even possibly roads over time) to ensure that the building is not disconnected from pedestrians.

minimize surface parking in favour of putting parking underground or in a parking structure

For the time being, there is far too much asphalt that could be filled with quality developments. These developments will increase land values downtown and eventually structured parking (indoor parking) will make financial sense. Parking lots along streets are ideal areas that are ripe for new developments.

Let the Market Dictate parking requirements

Many cities are moving away from complex and restrictive parking requirements downtown. Catalytic developments could be halted due to strict parking requirements. Instead, let the market dictate how many parking spaces are needed for every new development. If a developer thinks they wont sell a unit without a parking space, let them be the judge. Halifax has moved to this model with great success and significantly less red tape.

provide incentives to encourage development

Good planning isn't just about deciding what goes where, it is setting the stage for the right things to happen. We want to encourage developers to make use of opportunity sites. These could include tax holidays on new developments over a certain size, land leases instead of sales, or energy rebates for sustainable developments.

Make good design easy

Many developers value design guidance provided by municipalities—let's make it easy for developers to build great looking, well proportioned, functional and appealing places to live by setting out what we think that looks like.

incorporate venues for arts and culture

Great neighbourhoods are more than residences and workplaces—and downtown

and waterfront Summerside should allow space for arts and culture to happen in dedicated spaces.

retain land for marine industrial use

Summerside was historically a busy port for PEI, and even though the economy of the province is less dependent on shipping today, we don't want to shut out opportunities available from a working waterfront. A working waterfront energizes the entire city, despite the industrial nature of some activities.

Support Watershed improvement initiatives

The Wilmot and Dunk River watersheds form a close knit environmental system on which the city resides. Poor land practices in the watershed will impact soil erosion and the quality and depth of the harbour. The SPA and City should work closely with the Bedeque Bay Watershed Advisory Group to maintain and monitor land practices that will impact the quality and quantity of water in the harbour.

balance design for tourism with design for locals

The most enduring and resilient tourist destinations are, first and foremost, great places to live. Design great places where locals will return and tourists will flock in droves.

4.0
The Master Plan

4.0 The Master Plan

A downtown urban core plan is a roadmap to economic and physical growth for the next 20 years. It was designed to crystallize the community's vision for its assets, protect what's important, rethink what's not and shape decisions that will be made over the coming years. The plan should ensure that short-term gains do not supercede long-term leaps that could catalyze growth. This chapter paints a picture of what can be and helps everyone see the same vision. It must be ambitious enough to be called visionary, but practical enough to be realistic.

The master plan should guide decision making over the next few years but it should also help to define the roles and responsibilities for various organizations which have a stake in the downtown's success. This chapter outlines the priorities of the community which were gathered over a 2 year period of engagement.

This chapter starts with an overview of the Master Plan, then it reveals the "8-Big Moves" needed to see the plan realized. By looking at the plan as a series of steps, spearheaded by various organizations it simplifies how to get from A to B, eventually arriving at the desired outcome in 2035.

The Opportunity

Shipbuilding on Summerside's waterfront provided the original impetus for settlement and eventually its incorporation as a town on April 1, 1877, and reincorporated as a city on April 1, 1995. The waterfront has played a major role in the City's growth over the last 170 years although much of this growth has been driven by industrial development. With changing shipping and distribution patterns in Atlantic Canada and with the construction of the Confederation Bridge, it is time to leverage the waterfronts 'urban development' potential, ushering in the next phase of downtown economic

FIGURE 34. Existing Conditions 2014

development.

Summerside has a vision of transforming and re-energizing its waterfront into one of the must see destinations and experiences in Atlantic Canada. The downtown will be a focal point for realizing many of the city's civic ambitions: new economic development, diverse new housing opportunities, new cultural destinations and institutions, high quality parks and open spaces, expanded waterfront trail, new retail and restaurants, expanded marinas for more diverse vessels, linking the downtown to the waterfront, and a new outdoor performance and festival space.

Unlike most urban waterfronts in North America, Summerside has a unique opportunity. It has an active marine harbourfront and large under-utilized gaps of land downtown. These open asphalt areas represent a significant development opportunity for the city...if it can be realized in the right way.

The greatest threat to Summerside's waterfront and downtown is not being ambitious enough with new development density. A low rise downtown (1-3 stories) will not create enough density to support restaurants or commercial/retail uses on the ground floor of new buildings. Another 80-100 people living downtown will not create enough mass to drive the other uses that are needed to catalyze an active waterfront. While a high rise development (> 10 stories) may not be in keeping with the character of Summerside, a mid-rise development (4-10 stories) would be the best possible development form; creating enough downtown living to make new and existing downtown commercial uses work, encouraging investment from a different type of urban developer, and providing enough tax revenue to reinvest in the public open spaces on the waterfront.

This is a different approach for Summerside; it is a step into the unknown. However, as long as the vision is cemented with the public and stakeholders, the City should be able to achieve the dual goal of maintaining its downtown character while creating a new type of development that will bring hundreds of new people into the downtown. It will take partnerships and a coordinated vision amongst all groups to realize.

The message heard clearly from the community during this process is "think BIG" and capitalize on the city's 3 precious assets; its downtown, its waterfront and Holland College.

FIGURE 35. Summerside 2035 Vision

Ekistics Plan+Design

FIGURE 38. Halifax kiosks

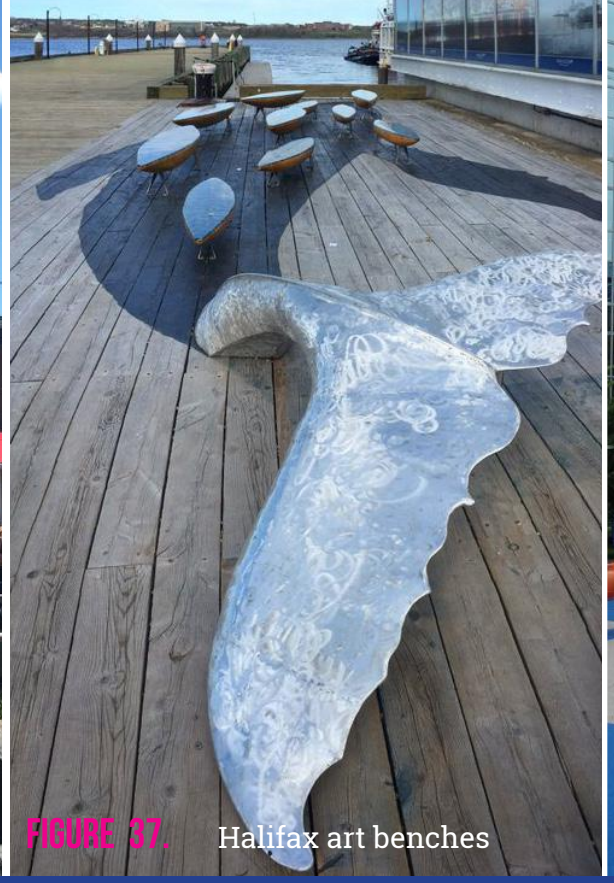


FIGURE 37. Halifax art benches

FIGURE 36. Halifax Submarine Park

4.1 WATERFRONT VISION 2025

Summerside's waterfront is a significantly opportunity for urban redevelopment. Some of the highest property values in North America are found on urban waterfronts and Summerside has many vacant parcels. There are a number of important steps to unlocking the opportunity of the waterfront

SPC TO WDC

First and foremost, The Summerside Port Corporation (SPC) needs to continue to think of itself as a Waterfront Development Corporation (WDC). The WDC model considers urban land assembly and redevelopment, waterfront events, tourism as well as waterside industry. The traditional Port Corporation usually deals with just the later. The SPC has made some good strides in this direction including land assembly, tourism investment, and even helping to author this plan. They should continue to investigate the opportunities that a formal provincial Crown Corporation might afford. The Charlottetown Area Development Corporation (CADC) is a Crown Corporation that partners with the City of Charlottetown to see it's waterfronts revitalized. In Halifax, the Waterfront Development Corporation Ltd (WDCL) is a Crown Corporation that is financed as a revenue neutral corporation independent of the City of Halifax. The WDCL Provides long-term land leases (60 years+) rather than selling the land to developers. There are some opportunities and drawbacks to this approach that should be explored in Summerside.

In both cases, the Provincial Crown Corporation model provides links to provincial funding and ties to Tourism event support. Clarifying SPC's role and how it works with other similar organizations should be part of the early plan.

Land Assembly

The SPC and SRDC should continue to assemble land as the lead organization for waterfront redevelopment. These land banks will become future redevelopment sites. In Halifax, the first step of the WDCL when it was founded was to assemble all of the run-down wharves, piers and landside property on the Halifax Waterfront. They began with the goal of creating a waterfront boardwalk in order to increase the value of the landside parcels so that they would eventually have greater development potential. What started as a sporadic and unconnected boardwalk has become several km's of the most visited open space network in the city. Summerside already has the Baywalk which is an existing asset.

FIGURE 39: Halifax Waterfront Hammocks

FIGURE 40. Halifax "Wave" Sculpture

The Summerside Baywalk

The City of Summerside and SPC should continue to invest in the Baywalk to make it one of the most memorable in Atlantic Canada. This should include public art, widening for cycling as a multi-use trail, additional boardwalk on some of the missing pieces, raising the boardwalk to accommodate sea level rise over the net 100 years, interpretation and waterfront exhibits, venues for performances and buskers, and connections to other signature spaces. The SPC should determine the safe finished elevation of the boardwalk to accommodate sea level rise (which could be as much as 1-1.5m above the existing boardwalk elevation). The Baywalk should connect to the TransCanada Trail in several places with improved wayfinding signage, rest stations and possibly even washroom facilities. In Halifax, the boardwalk is continuously evolving with public art and new things to do and see every year. Thinking of the Baywalk as a destination rather than just a trail to pass through will help in developing programming along its length.

Marina Expansion

The Summerside marina is currently at capacity and plans for a marina expansion or additional berthing should be part of the waterfront vision. The master plan shows 3 potential options:

1. Expand the existing marina by relocating the breakwater to the south. The most cost effective way to do this would be to relocate the current riprap breakwater rather than to build a new one.
2. Infill with additional berthing between the Marine terminal wharf and the Queens Wharf. This could be completed as a partnership with the Summerside Yacht Club.
3. Build a new marina facility to the east end of the Holland College property. The new marina would provide more flexibility in terms of large ship berthing and could be coordinated potentially with new programs at Holland College like small engine repair. The plan shows how the dredging for the new marina could be used to create a new infill for a large waterfront park.

Waterfront Park

As noted, the dredge spoils from the new marina could be used to create a large new waterfront event space. The location for this new park is very deliberate; it anchors the east end of the waterfront while providing open space for Holland College students year round. This park has been designed to accommodate a 10k person outdoor concert or it could be used for passive and active recreation uses like touch football,

FIGURE 41. Summerside proposed Marina

FIGURE 42. Summerside harbour view of new waterfront park

FIGURE 43. Summerside Waterfrontt Aerial

FIGURE 44. Green Bay CityDeck

FIGURE 45. Green Bay CityDeck

basketball courts, other sports courts and playgrounds. The plan shows a small washroom and canteen facility as well as a stage facility for outdoor concerts. The SPC will need to commence talks with the Province and federal government on the environmental approvals for this park space and marina.

Baywalk Park

Baywalk Park at the east end of the downtown is a starting node for 6.5km of waterfront trails through the downtown and into the west end beaches of Summerside. This park could be upgraded with boardwalks, look-off's, interpretation, signage and other features. A narrow trail connects this park north with the Confederation Trail. This connecting trail should be widened to 3m crusher dust all the way to the Confederation Trail and wayfinding signage should be added.

The Silver Fox

The Summerside Yacht Club also owns the Silver Fox curling club. The club has made some improvements to the facility over the last few years and continues to invest in the facility's success. As noted, the marina is at capacity and there is some desire to expand in the near future to provide additional berthing for larger vessels. The breakwater itself has potential as an open space if picnic tables and public art were added. As land values increase, there is significant opportunities for redeveloping this property.

Spinnakers Landing

The SPC purchased and manages the Spinnakers Landing development in 2015. The short term plans are to add some slips around the landing and continue incremental upgrades of the facilities over time. The Landing should benefit from adding additional commercial venues on Holmans Wharf as it will create a cluster of commercial that will strengthen the waterfront as a commercial node. To the east of Spinnakers Landing would be an ideal site for a mixed use infill. The plan shows a single building with underground parking, some surface parking, groundfloor retail and 5-6 storeys of residential housing. These type of marina-side housing developments have particular value to people who own boats and could be marketed as a a specialty marine related condo/ apartment development.

Quayside Development

The quay between Holmans Wharf and the Marine Terminal is some of the most valuable land for a mixed use development. The plan shows 2 signature 6-8 storey developments with groundfloor retail and a waterfront plaza at the foot of Granville Street. This plaza

FIGURE 47. Halifax Boardwalk Kiosks

should be preserved to ensure the view at the foot of Granville Street are maintained. An underground parking structure would be located under the two buildings to provide parking for the two buildings.

Holmans Wharf Redevelopment

Holmans Wharf has been engineered to support a new commercial building like a restaurant or even commercial kiosks. This would be a very unique restaurant site and could be instrumental in sparking some interest in residential development. These types of developments can be challenging from a chicken and egg perspective. The commercial usually follows the residential infill but strategic infills like this one may be important to subsidize in order to leverage the residential infill potential. Halifax has added public art to some of their wharves in order to get people out onto them. Holman's Wharf may be another area that could benefit from public art. The area between Holmans Wharf and the Marine Terminal Wharf is another area that could accommodate more slips for boats.

Queens Wharf Redevelopment

Queens Wharf is a key breakwater for the harbour. The plan shows Summerside Seafood Supreme expanding with a restaurant on its south side and a new boardwalk built across this face of the fish plant. The land to the west of the fish plant would be a significant mixed use development site at some point in the future. This parcel looks out the mouth of the Harbour towards the Northumberland Strait and

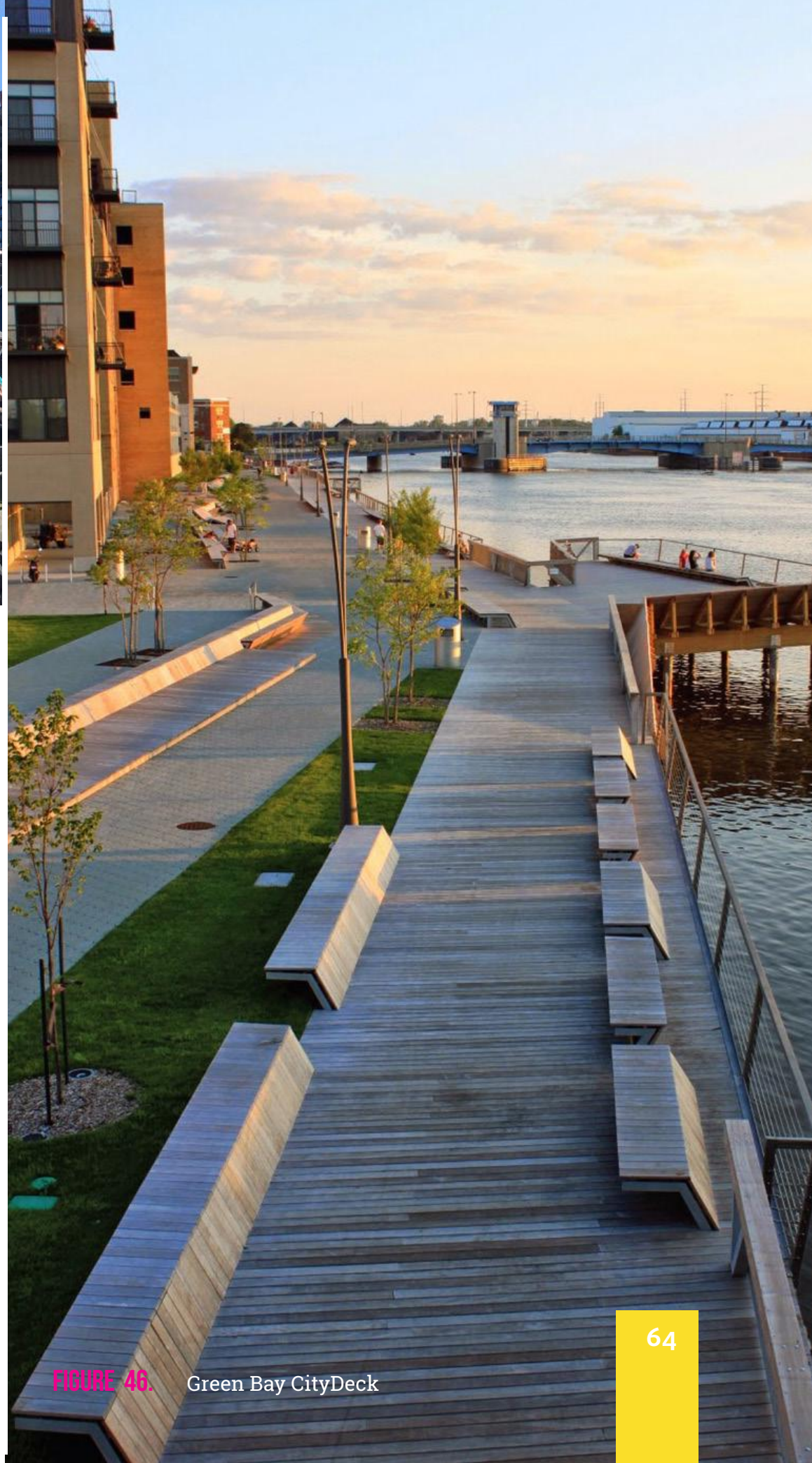


FIGURE 46. Green Bay CityDeck

FIGURE 48. Saint John NB, Wharf Restaurant (by Ekistics)

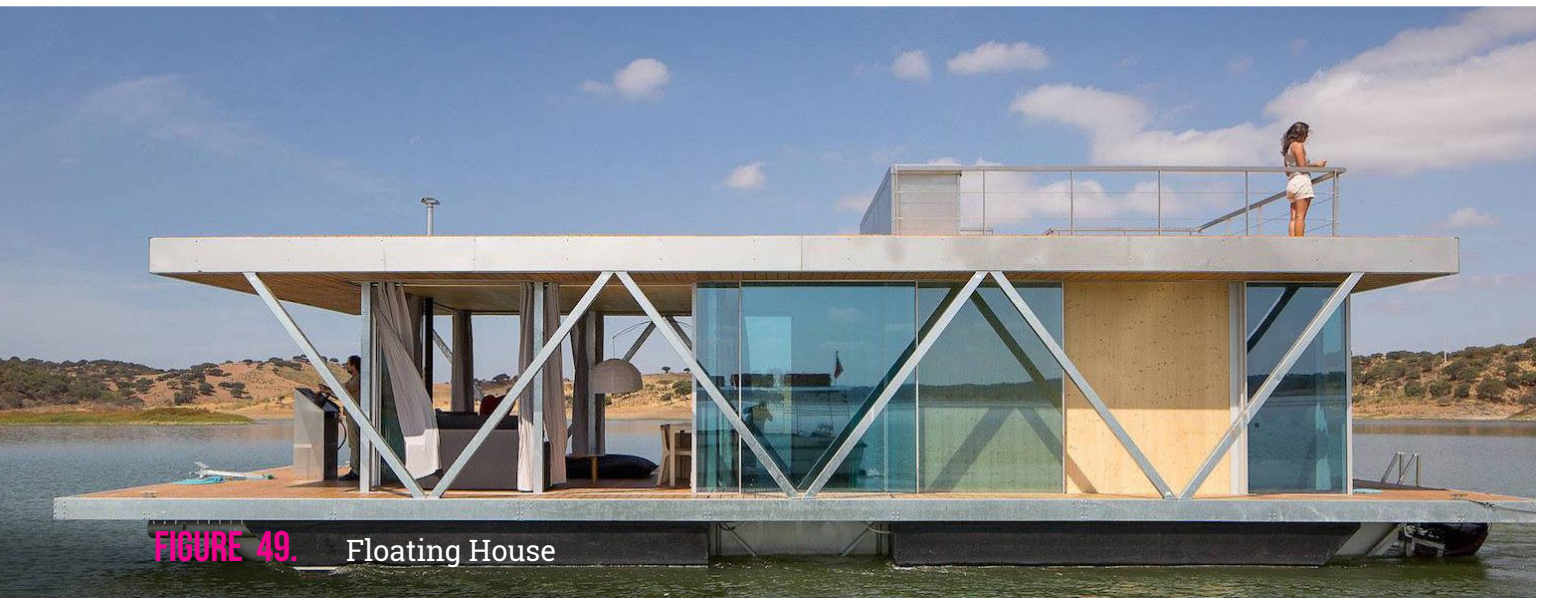


FIGURE 49. Floating House

FIGURE 51. Midrise Mixed Use Development

FIGURE 50. Floating House

FIGURE 52. Midrise Mixed Use Development

FIGURE 53. Summerside Quay

FIGURE 54. Supreme Seafood Restaurant

FIGURE 55. Spinnakers Landing Infill

the west facing nature of the land would be ideal for sunsets. Though the fish plant operation should take priority, a residential infill may still be possible. The basin between the Queens Wharf and Holmans Wharf is large enough for a residential or institutional infill at some point in the future once land values have increased as a result of the implementation of the plan. This phase would likely not happen until the later years of this plan. The basin could also be used for more marina berthing or it could be used for seasonal house-boats on the harbour.

Irving Oil Property

The old Irving tank farm site on the waterfront is another significant redevelopment site on the waterfront although environmental issues will likely necessitate groundfloor commercial or office uses and then upper storeys of residential or office. The plan shows an L-configuration for a new redevelopment. Parking would likely not be possible underground so a surface parking lot would be necessary.

FIGURE 56. Summerside Quay

4.2 HOLLAND COLLEGE VISION 2035

Though Holland College's vision timeframe is dependant on market forces and factors beyond those that influence the downtown, the 2035 Vision shows the redevelopment of the current mall campus into a new 'urban waterfront campus'. The plan shows the campus being divided into 4 urban blocks and would likely happen over time depending on the conditions of the existing building. The existing building is currently about 40 years old and while it can continue to be repaired and renovated, there will come a day when it makes greater economic sense to build anew and that is when this new plan would kick in. The Holland College Master Plan has several considerations:

Street Related Infilling

An urban campus is characterized by street related buildings and interior related parking. In the case of the master plan, the middle north-south oriented street becomes a parking lot and other streets include onstreet parking. Buildings are clustered around the street and there could be parking underground to supplement surface parking. The buildings would include green technologies like green roofs and there would be outdoor plaza clusters located in great microclimates for students. The corner of Water Street and Heather Moyse Drive is ripe as an early infill site.

Marine Related Buildings

The potential for marine related programs are showcased in the master plan with a direct connection to the new marina facilities. This could provide slips directly into new buildings so long as the waterfront Jaywalk is not interrupted. These buildings would depend on new course offerings by the college.

Campus Residences and Mixed Use

The plan shows several new campus residences included in the campus plan. These could be developed by the college or in association with a development partner who could help finance the venture. The prominent waterfront location could be part of the signature experience of the campus. On the ground floor, there could be opportunities for partnering with commercial restaurants or coffee shops, computer shops, gymnasiums or even campus book stores. Most colleges are making these sort of mixed use facilities open and accessible to the public as part of a recipe for their success.

FIGURE 57. Holland College Urban Campus

In the meantime....

While the 2035 Vision is ambitious, the college can take some baby steps towards achieving the vision over the next 20 years. These would include:

- Working with the City and SPC to develop signature outdoor spaces that will benefit the students, staff and Summerside residents.
- Strategic infilling of the parking lot as new college space may be needed. These infills should be street related developments consistent with the plans shown in this report.
- Work with other stakeholders to enhance the waterfront whenever possible or enhance the programs at the college to capitalize on the synergies of various downtown stakeholders.
- Work to support college residences on or near the campus with or woithout a development partner.
- Work with DSI to find win wins with students and businesses downtown.

FIGURE 58. Summerside Waterfront Park

FIGURE 59. Summerside Marina

4.3 DOWNTOWN VISION 2035

The downtown is considered to be all the lands north of Heather Moyse Drive as shown on the master plan. This includes the traditional downtown on Water Street but it also includes the lands between Water Street and the waterfront and the lands just north of Water Street. It will be important for existing business owners to realize that a win for the waterfront, is a win for the downtown and vice versa. The ultimate goal is to get more people living downtown and this will bring more people shopping in the downtown. The more people and the more new businesses are better for everyone.

The downtown vision shows several important considerations:

New Gateway roundabout

The current road configuration shows Heather Moyse Drive as the natural drive-path with the downtown as a right turn off the lights. A roundabout is a more efficient way of managing traffic and it downplays the inferred priorities of right and left turns over through movements. The roundabout creates a signature gateway opportunity for the downtown which could include a landscape or even a water feature. Properly designed, a roundabout makes it easier for pedestrians and cyclists to cross streets safely while maximizing car throughput.

Relocate the Confederation Trail

The Confederation Trail passes through the backside of the parking lots on Water Street. The trail would be much more memorable if it were brought to the Baywalk to maximize views of the waterfront. The plan shows the east end of the trail downtown relocated to the new roundabout location. Heather Moyse Drive has been redesigned to include cycle lanes on both sides of the street (there is ample room to do so) and a 3.1m multi-use trail would be accommodated from Spinnakers Landing to the old Irving tank farm lands along the waterfront. This multi-use trail would be part of the new Confederation Trail alignment downtown. It will be important that the new trail is well marked with signage and wayfinding station so its routing is clear and unambiguous.

The land in the parking lots that are freed up by the relocation of the Confederation Trail would be repurposed for new urban development parcels once the new alignment has been secured.

New Downtown Infill Developments

There are significant opportunities for new infill developments north and south of Water Street (Ultramar property, Burger King property, many parking lots on Water Street, Water and Central Street property, Foundry Street properties, etc). Some of these are shown on the plan. As was noted earlier, underground parking should be strongly encouraged over surface parking wherever possible. This will be easier to achieve once land prices have increased as a result of the plan being implemented but they will be more challenging at the onset of the plan. In this scenario, no blank parking garage would be

FIGURE 60. Summerside Quay

FIGURE 61. Infill at Corner of Central & Water Street

permitted and developers would be encouraged to move parking under ground rather than at street elevation. The city should explore eliminating the parking requirements in the plan area as many cities are now doing. New infill buildings should have zero or very little setbacks from the street. New planning policies should make it more certain for developers to get approvals (even if it means making the submission requirements more stringent).

Spring Shared Street Corridor

Water Street runs parallel to the waterfront making it challenging to connect the traditional downtown to the waterfront. Public workshop participants underscored the need for a visible pedestrian connection between the waterfront and downtown requesting that a commercial lined pedestrian mall or shared street link the central Water Street clock to Holmans Wharf. A shared Street is a new concept in North America. It is like a pedestrian mall (even without curb and gutters) but cars and people are permitted to use it at the same time. Argyle Street in Halifax will be the first shared street in Atlantic Canada when it starts construction in 2017. The concept shows much promise as a way to connect downtown to the waterfront. The street can be easily shut down for events or opened for traffic. Alternatively, the City could explore turning some of the street into a dedicated pedestrian Mall.

Another idea that came out of the public sessions was to bring a canal into the Spring Street corridor creating valuable water frontage for buildings that front the canal. This is another very interesting idea but certainly one that would be much more expensive as it would require sheet piling along its length. This cost may be able to be recouped by the additional property value that would be created on its periphery.

The plan shows a pedestrian 'shared street' connection connecting the end of Spring Avenue to Holmans Wharf. A shared street is a traditional street without

Municipal Parking Garage

Growing urban areas eventually need a civic parking garage to accommodate parking. This usually happens when land values make surface parking cost prohibitive. If the surface parking areas get developed, there will be a demand for more parking and eventually a feasibility study will be needed for a new parking structure. In 2016, parking structures are averaging about $25,000 per parking stall or about $2.5m for 100 cars. Parking structures necessitate the elimination of free parking and there have been many scholarly articles published about the high cost of free parking (http://www.uctc.net/research/papers/351.pdf). This is an issue that is near and dear to business owners in downtowns, however, there is always an inflection in any downtown where free parking is replaced by paid parking. That day is not today but as the plan evolves, there will come a point when a paid parking garage makes financial sense. When that time comes, the City can look at options of financing that include fully public, private or P3 models.

The master plan shows a central parking garage location that services the downtown, the waterfront and to some degree the college. Ideally the parking garage has a commercial facade on the ground floor with office or or residential above so that from the Spring Street corridor, it is primarily hidden.

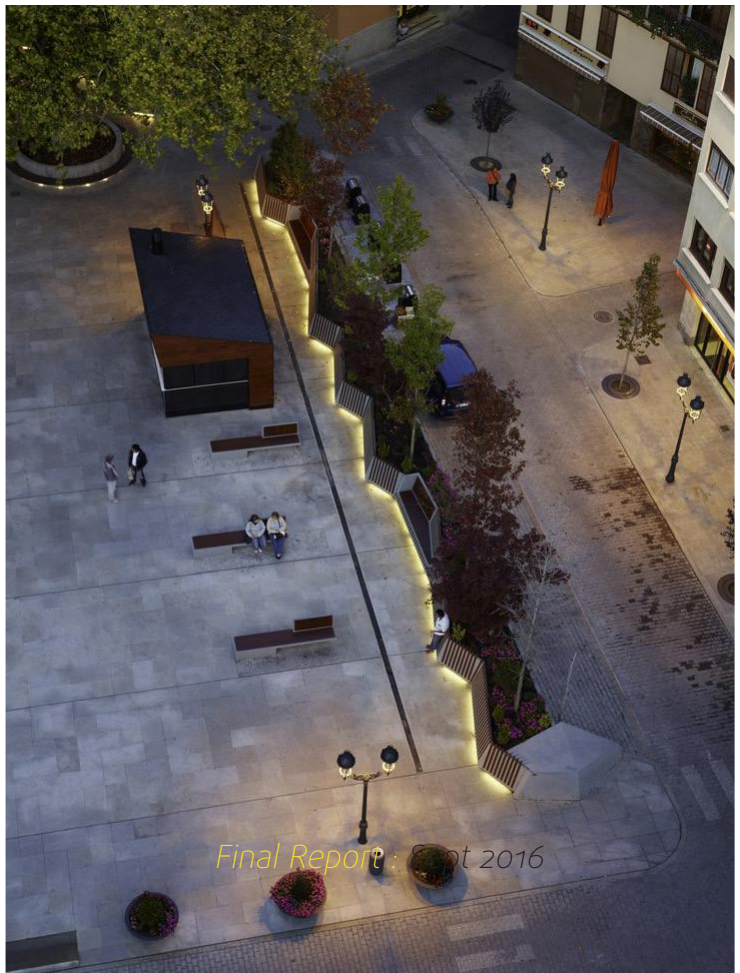


FIGURE 62. Shared Street Connector

FIGURE 63. Canal Concept

FIGURE 64. Songdo Canal Walk

FIGURE 65. Argyle Shared Street Concept, Halifax, Ekistics

Summerside Rotary Library

Once the Confederation Trail is relocated, the trail behind the library can be turned into parking; freeing up the existing parking lot to be developed. It is important to transform parking lots that front on to Water Street into development parcels whenever possible so that there is not missing gaps in the street. If a new City library is ever considered (like the Inspire Learning Centre now being proposed), a waterfront location might be an ideal iconic driver for the waterfront. Halifax's new Central Library has become the postcard for the City and it is attracting new clientele and new residents to the city. Making the location close to the Holland College would be another advantage.

Foundry Street Parking Lot redevelopment

The Foundry Street parking lot is an important land bank for the future. Today, it is an active parking lot with about 120 spaces. Tomorrow, the block could be redeveloped as a mixed use development which could add about 30,000 sq.ft. of ground floor retail and over 200 new residential units to the downtown (6 storeys and would require 2 storeys of underground parking). Half the land is private and half is in public ownership so the block could be developed in 2 phases. Ideally the parking garage underground would be linked so that space is not lost for 2 ramps.

FOUNDRY STREET
PARKING

4.4 OTHER STRATEGIC PLAN INITIATIVES

Downtown Façade Incentive Program

Cities and towns across North America have been creating incentives to improve façades in their downtowns over the last 20 years, with good success.

By funding owners' public storefronts on historic main streets (such as Summerside's Water Street), façade improvement programs help improve the overall look and feel of the downtown and spark additional investment in the downtown by business proprietors. Ekistics has completed over 12 facade programs in Atlantic Canada and the key to every successful program is a facade enhancement manual to guide property owners to do the right thing. Facade programs are usually cost shared with ACOA but in some cases (Dartmouth, Kentville and some of Truro), municipalities have paid for them themselves because they usually pay back within 5-7 years. Cheticamp's 2012 facade program was credited with a 5-50% increase in business revenue (http://www.capebretonpost.com/News/Local/2014-01-17/article-3581093/Second-phase-of-Cheticamp-facade-program-receives-funding/1)

- Better façades provide many benefits:
- a more appealing environment for residents and for visitors who shop in the city,
- protected and enhanced historical value of Summerside's built environment,
- improving property values for building owners and neighbours, and
- increasing revenue for business owners.

An improved Water St. will bring more visitors into the centre but will produce benefits for all commercial districts by encouraging visitors to enter the city, and to stay, shop and play. Even small improvements on building façades can have a major effect on the overall streetscape.

Signage and wayfinding Study

Wayfinding helps visitors find their way to your place, and to know what is possible in it, once they arrive. For Summerside, there are are three levels on which wayfinding must be considered:

regional: helping visitors find their way to Summerside from other parts of PEI.

local: announcing the presence of Downtown Summerside to visitors approaching within a 10km radius, making sure they can find their way to downtown and the waterfront

on-site: helping visitors to know what is possible in the place itself, and to direct them to the most important experiences and destinations like parking, civic locations, parks, Baywalk trail, Confederation Trail,etc.

Signage is just one part of wayfinding—good road and trail routing, as well as visible beacons and buildings can give logic to a site without hitting visitors over the head with options, arrows and explanations. Signs are not the silver bullet to making a place easy to understand—it is better to let the landscape and the buildings do the talking where possible. Wayfinding also includes nomenclature: defining a set of short, logical, consistent names for buildings, sites, trails and experiences.

In the case of this master plan, we recommend doing a signage plan and designs to help visitors find their way to downtown, the waterfront, Holland College, the Confederation Trail and the Baywalk Trail. and to make it clear all of the

things one may do there.

FIGURE 66. Facade Program Before

FIGURE 67. Facade Program After

4.5 ADMINISTRATIVE CONSIDERATIONS

To meet the objective set in this plan for 500 new residential units in the downtown over the next 20 years, it will take considerable partnership and cooperation amongst government and NGO organizations. To clarify how each organization fits into the administration of this plan, this section offers some guidance on roles and responsibilities.

Summerside Port Corporation

The Port Corporation will be tasked with some of the new waterside development on the waterfront and in some of the wharf and boardwalk improvements as outlined in this plan. The SPC should follow the examples set by the Waterfront Development Corporation (WDCL) and the Charlottetown Area Development Corporation (CADC). Both organizations are tasked with managing both industrial and marine operations as well as mixed use development, event management and overseeing the construction of major boardwalks and park spaces. This is a shift from only managing an economically sustainable port to increasing its responsibilities for balancing (1) open space planning, (2) event management and (3) waterfront development. SPC should begin talks with other waterfront development organizations to better understand their financial and operational models. Following this, SPC should meet with the Province to coordinate how the province can assist SPC in fulfilling its new mandate.

In the short term, SPC should:

- add a WDC model to its port corporation model
- Begin talks with the Province about how to support this new organizational model
- Continue waterfront land assembly for future development
- Commence talks with the Province and Feds about sea level change and what funding mechanisms may exist to support the necessary infrastructure changes
- Meet with the feds about new infrastructure funding opportunities that may be supported through this plan
- Begin talks with the Province and Feds about a new marina development east of Holland College or expanding the current marina.
- start to cultivate developer interest in waterfront properties in association with the City.
- Implement the plans for Holmans Wharf and new berthing and houseboats between the wharves
- Work with the City and Baywalk groups to upgrade the Baywalk trails along the waterfront.
- Work with SRDC to leverage inland urban properties for redevelopment
- SPC will be a key player in the redevelopment of the waterfront and downtown over the coming years.

Downtown Summerside Inc

DCI is the main conduit between business owners and events and undertakings downtown. They will play an ambassador role in the implementation of this plan as well as implementing some of the plans key objectives including:

- Overseeing the facade incentive program
- Overseeing a signage and wayfinding study for the downtown
- Assisting in the Spring Street redevelopment project (shared street, pedestrian mall or canal)
- Assist with the changes associated with new parking models as described in this plan.
- Assist with the gateway roundabout project.
- Assist with infill projects on Water Street
- Assist with event management downtown

Summerside Regional Development Corporation

SRDC has a broader regional development mandate than just the downtown or waterfront. It's organizational structure (75% provincial shareholder and 15% City shares and 10% DCI shares) allows the organization to tap into provincial funding in support of regional economic development initiatives. SRDC will oversee the land assembly for lands in the downtown that are not on the waterfront. These include the HQ Building, former Burger King property, Ultramar property, etc. SRDC will work closely with the Port to assemble and develop underutilize parcels in the downtown. In implementing this plan, their role will include:

- Overseeing the relocation of the Confederation Trail
- Connecting the Confederation Trail to the Baywalk with 3.1m wide multi-use trails
- Over time, find an active commercial use for the Holmans Building's Water Street frontage
- Continue land assembly for short and long term uses.
- start to cultivate developer interest in downtown properties in association with the City and SPC.
- Work with DCI on downtown events and festivals
- Prepare marketing packages and expressions of interest from developers for properties.
- Explore whether land sale or long-term land lease model is the most appropriate for the downtown properties.
- Investigate the public funding components of this plan that could be cost shared with the feds and Province.

City of Summerside

The City will be responsible for the zoning and policy changes needed to implement the plan and any incentive programs for developing downtown. The city will also be responsible for roads, services, lighting and parking.

In implementing this plan, their role will include:

- Official Plan and Zoning changes that may be needed in support of this plan.
- infrastructure improvements needed to support 500 new units and significant new commercial development in the downtown
- preparing a parking structure feasibility study in advance of additional parking being needed.
- Coordinating funding from the feds and province in association with SRDC and SPC
- Assist DCI with the facade and wayfinding signage programs
- Assist with parks and open space improvements described in this plan.
- Assisting with the Gateway roundabout
- Adding bike lanes to Heather Moyse Drive
- Assisting with the Spring Street pedestrian mall
- Attending developers conference and forums to put Summerside on the map for the developer community
- Support SRDC in relocating the Confederation Trail.

Fusion Summerside

Though this organization doesn't yet exist, 'Fusion' has is a youth organization (20-40 years old) dedicated to helping shape cities. Fusion Halifax (http://fusionhalifax.ca) and Fusion Charlottetown (http://fusioncharlottetown.ca) have been instrumental in guiding change in recent years. In Halifax, Fusion has been a voice for change from the traditional strict heritage conservation mentality. Now more than ever, youthful entrepreneurs can lobby for change and help shape optimism in urban communities. Summerside needs a Fusion Chapter focused on leveraging the optimism that this plan embodies. The City should be the first to encourage the formation of a Fusion Summerside with the help of DCI and SRDC.

4.6 POLICY CONSIDERATIONS

The Official Plan and Zoning Bylaw has been undergoing a review and update over the last year and a half. Both are anticipated to be released in late 2016. This City run process has included significant community consultation and there was even some overlap of that process with this Urban Core Plan. Early drafts of the waterfront plan were presented to the Planning Advisory Committee for review and feedback.

The draft reports both allude to the potential for Form Based Coding. Form based codes are very different than conventional zoning. Traditional zoning deals with land use compatibility, lot development standards (set backs, street frontage, % coverage, density, height, etc.) and parking standards. Form based codes control the 3 dimensional volume of a building and attempt to provide direction to ensure high quality architectural design controls.

This plan has the ambitious objective of 500 new residential units in the downtown over the next 20 years. But, how do we move from an ambitious target to seeing new construction downtown? First and foremost there must be a vision that inspires a community to advance common ideals. That is what this plan is designed to do. Second, there must be greater certainty for developers so that time and money isn't spent chasing an idea that can be quashed at the first roadblock.

Halifax went through 20 years without a new building in its downtown up till 2008 when the City embarked on its "Halifax By Design" process. Every application for a new building was met with a disapproving public or interest group that simply made development too expensive, too difficult and too uncertain for any developer. The Halifax By Design process was designed to encourage new development in its urban core. It began by engaging the community and celebrating the benefits of density as an alternative to suburban sprawl. It took almost 2 years to turn around old community mind sets and stereotypes. Once there was agreement about what it wanted to become, the planning department drafted a form based code for its downtown outlining its new zoning standards which were a radical departure from traditional zoning. The pre-application process became slightly more onerous but the process removed public feedback from every new building because it was already built into the new zoning controls at the outset. The city traded off more onerous submission requirements for greater certainty. If developers could show hat they met the form based standards, then they were rewarded with a much faster development process and no opportunity for public or political push-back. Such is the trade-off for Form based codes but it has paid off big time for Halifax. Cranes now crowd the skyline and there's a new building planned or under construction on almost every block. 20 years of pent up demand have been released in the last 6 years.

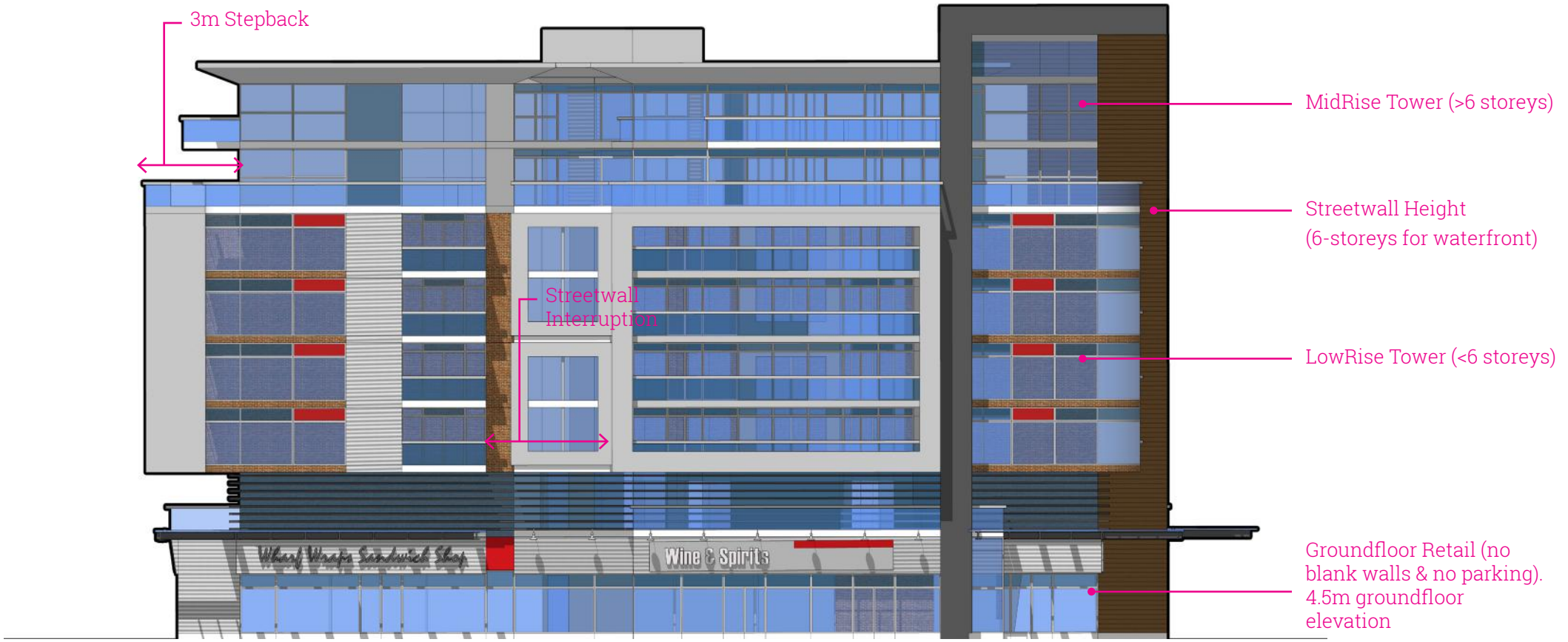
The city traded off more onerous submission requirements for greater certainty.

What does the current development process look like in Halifax?

1. A new downtown bylaw was drafted to incorporate form based codes. The 42 page document (plus maps) is relatively straight forward and easy to understand. It sets out height precincts, streetwall heights (which range from 4-5 storeys with stepbacks for mid rise elements), setbacks from the street, building materials, etc. Essentially everything that controls the 'volume' that a building has to fit within. There are no parking requirements (parking is left to the developer) and there are even minimum height standards (11m min.). There is a "post bonus' height provision which allows additional height if a 'public benefit' can be demonstrated by the developer. Public benefits range from public art to investment in public amenities.

2. A Design Review Committee was established to oversee

FIGURE 68. Form Based Code Terminology



the approval of minor variances that might be requested from developers. Some variances will not be permitted (for instance a building cannot penetrate view planes). Some variances can be permitted provided that it meets the requirements of the design manual described below. The DRC is made up of 8-10 members which include architects, landscape architects, engineers, and planners. Only professionals engaged in city building can sit on the DRC.

3. A "Design Manual" supplements the downtown bylaw and provides guidance to the design review committee and the building architects as it relates to how a variance can be interpreted. These allow for variations which might result from steep topography on a site (how do you measure height?), how much roof area can penetrate the maximum height, etc.

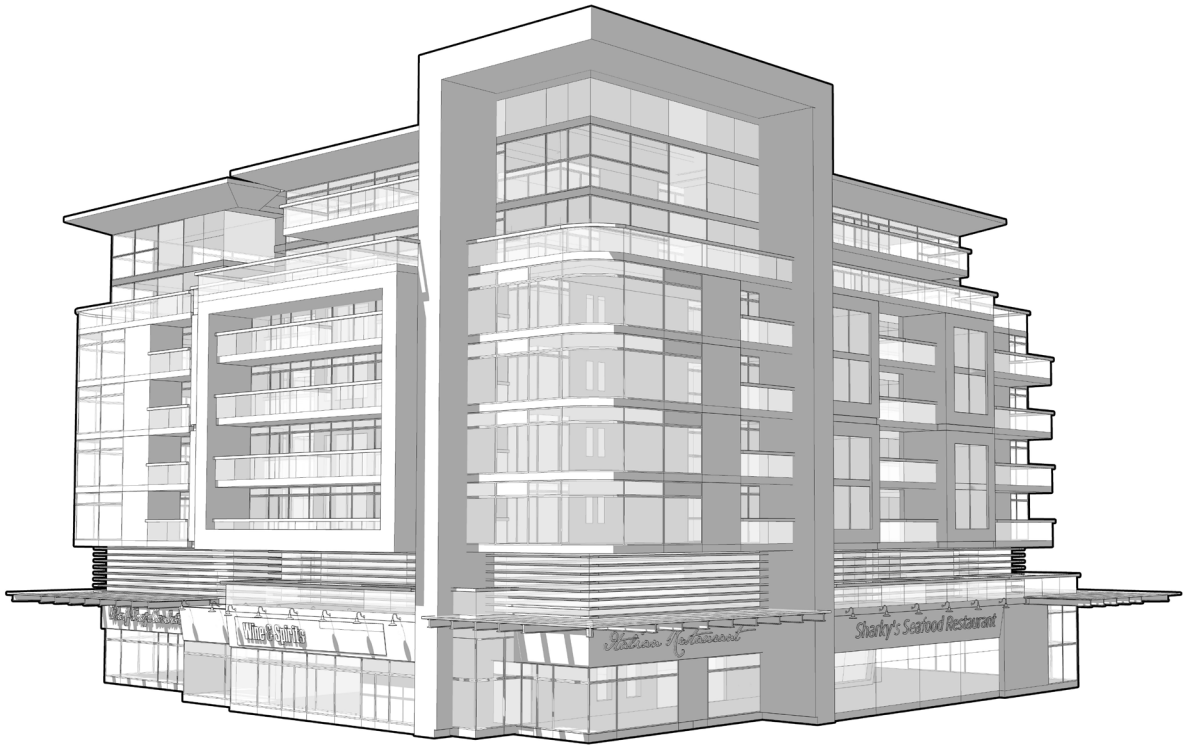
4. Developers must submit a comprehensive pre application which includes floor plans, building elevations, schematic servicing plan, traffic study, wind studies and a planning rationale. Indeed this costs developers money on the front end, but they are rewarded with certainty in their application if thyme the design standards. If they request variances, the uncertainty is controlled by the design review committee, not by the public and not by council. A staff report is prepared for each development application that provides the design review committee with staff's review and recommendations. Staff review ensure that the standards are met and that the variances requested are permissible. The DRC is in charge of approving any requested variances.

5. If the application is approved, a development application is granted and the developer can then prepare detailed designs for the development.

The certainty afforded by this process provides a stable value for land and removes the speculative nature of properties downtown. Certainty is a currency for developers and land owners.

While this process may be catalytic for a medium sized city like Halifax, does it still hold true for a smaller city like Summerside? And if so, how can the process be shrunk down so it can be administered without teams of planning staff and development technicians? Without the 'certainty' built into the process, Form Based Codes will only be viewed as another level of red tape. There has to be carrot at the end of the day.

On PEI, planning appeals are regulated by the Island Regulatory and Approvals Commission (IRAC). So, while the Planning Act permits form based codes, it currently would not permit an appeal on a land use planning issue.



Summerside Form Based Code Considerations

What conditions should a form based code for summerside include? While it is beyond the scope of this report to write the form based codes or zoning for Summerside, the following suggestions are provided for consideration in future bylaw updates:

1. Height precincts should be set a 10-storeys for downtown with 6-storeys for any blocks that abut neighbouring residential zones to the north. Instead of density bonusing for extra height, if requested, it could be handled through a standard DA process.
2. Building setbacks from the street should not exceed 2m for no less than 80% of the building frontage.
3. Streetwalls should be set at 4-storeys from the highest street elevation in the downtown. On the waterfront, street walls should be set at 6 storeys. Summerside is generally flat so steep site conditions don't usually play into the height definition of the bylaw.
4. Streetwalls should be continuos along the frontage with the possibility of the midrise interrupting it no more than 20% of the frontage.
5. Midrise portions of the building (over 4 storeys) should be 'stepback' 3m from streets and 5m from interior lot lines. balconies should be permitted to encroach into stepbacks for no more than 50% of the buildings frontage.
6. Buildings should not be permitted in view corridors to the waterfront from streets that terminate at the waterfront.
7. Ground floor uses should be no less than 50% commercial for mixed use developments (residential, office, commercial). Institutional uses should find some way to create an active streetscape or waterfront at the groundfloor.
8. No blank walls should be permitted at the street level along streets, the waterfront or public open spaces. Blank walls can only happen along interior property lines. Parking should be encouraged underground or behind a commercial facade. Non-Conforming buildings like the Holman's building should be converted to active street uses over time.
9. There should be no parking requirements downtown.
10. Accessory surface parking should be located to the rear or side of the building. Parking is not allowed between the building and the street or the building and the waterfront. Accessory surface parking can't occupy more than 20% of the lot area.
11. Buildings should be no less than 11m high in the downtown (3-storeys)
12. Groundfloor heights on all streets should be no less than 4.5m
13. There should be a list of prohibited building materials like vinyl siding in the downtown.

Summerside Development Application Process

For Summerside, what process should be established for variance requests outside of the bylaw? Summerside is too small for a Design Review Committee and a Design Manual. We would suggest the following process be considered:

1. The City Should complete a development application spec sheet outing submission requirements, turn around times, major and minor variance procedures, and project timelines.

2. Developers must submit architectural elevations and a site plan for every permit application. They should submit a traffic study for buildings over 80 units in size and a desktop wind study for buildings over 8 storeys in height. They should also submit a servicing schematic and a planning rationale to explain any variances requested as part of every submission.

3. A building code cheat sheet should be provided to developers so they understand some of the big issues like when an architect needs to be hired, etc. Experienced developers will already know this. Inexperienced developers should be encouraged to partner with someone who understands the process.

4. The application should be reviewed by the City planner and development tech, who may request assistance on the first 4-5 applications from an outside consultant until there is familiarity with the process.

5. For variance requests, planning staff should review and provide constructive feedback on how to minimize the impact of the requested variance. Over time, staff should develop a design manual to guide developers in understanding what is a minor and a major variance request. Minor variances should be defined in the bylaw.

6. Staff should provide feedback on a completed application within 30 days of receipt and a final report with recommendations on rejection or support within 60 days of receipt.

5.0
Implementation

6.0 Implementation

6.1 The 9-Core Moves For Summerside

Though it may seem ambitious, and perhaps even daunting, at the outset, breaking the plan down into a series of 9-Core Moves, helps to reveal the roadmap through a series of priorities which can start a chain reaction for implementation of the urban core vision. The plan has a 20-year lifespan, and if it can be broken down into a series of achievable objectives, then there is every chance for success.

The priorities include setting everyone's compass in the same direction, updating legislation to make the right thing easy, using public investment to leverage private investment, investing in the waterfront and broadcasting the vision to the world as a commonly desired future. These are the logistic first steps. Following them, the highest priority should be to get more people living downtown and targeting key government facilities for the downtown and waterfront. Then office and commercial space will follow, with the need for more parking. Lastly will be the urban campus will develop over the next 20+ years. These steps are summarized below.

1. Cement Roles and Responsibilities

There are 5 government organizations that will guide this plan over the next 20 years. The Summerside Development Corporation should spearhead the implementation of the plan with support from the City, the DSI, SPC and the Provincial government (through SRDC). The roles of each organization are summarized in the previous chapter and it will be every organizations mandate to support each other in advancing the goals of this plan. Federal support through infrastructure planning (waterfronts/ports, sea level rise initiatives, infrastructure funding, tourism and business development) should also be tapped for this plan. At the Provincial level, key partnerships should be struck with NGO's including

watershed organizations, tourism and events, and with other departments that may require expanded office facilities in the future.

2. Update Planning Policies

It is critical to replace development uncertainty in the downtown with a more certain development process. This report outlines a series of considerations for changes to the land use bylaw in the downtown as well as a process for administering future development applications. Since the Official Plan and LUB are in draft form, there may still be time to consider the recommendations outlined in this report before the drafts go to final versions in the fall of 2016.

3. Leverage private investment with public investment downtown

The City and it's partners need to take visible and concrete steps in implementing the vision of this plan over the next 5 years. Public investment in open space networks, waterfronts improvements, facade programs, signage, streetscaping, and active transportation will be the foundation for future private investment. This work should include additional improvements to the Baywalk, relocation of the Confederation Trail, new waterfront and the playground and park facilities outlined in this report. Once of the most important connections will be the shared street connection extending Spring Street from Water Street to the waterfront. This project should be tied into development projects on both sides of the corridor.

4. Broadcast the Vision

The Urban Core Plan shouldn't sit on a shelf, it should be part of an economic development strategy for the City for enticing development and businesses into the downtown. This should include an active business recruitment strategy for new business gaps in association with DSI and it should include a developer recruitment strategy to entice developers to the downtown (local and non-local developers). The City and DSI should be attending developers conferences using this plan to leverage interest in the downtown and waterfront. These actions will require metrics and analytics that may not currently exist in order to provide developers with a snapshot of existing and future conditions, untapped markets and other stats that developers would use to gauge the success of a project. The City, it's government partners and the entire community of Summerside should take every opportunity to broadcast this plan and every step taken to see it fulfilled.

5. Encourage 500 new Housing Units in the Next 20 years Downtown

There are no less than 10 high quality development sites in the downtown that could accommodate a 50 unit development over the next 20 years. 500 units is an ambitious but achievable goal and it should be the first big target for the stakeholders. Achieving this goal would mean about 1100 new people living in the downtown which would double the amount of retail and commercial demand, would drive office space and would increase the potential for transit and active transportation.

6. Target Key Government Facilities for the Downtown

There are many government facilities that belong in the downtown including libraries, office buildings, museums, art galleries, archives, performance centres, etc. Summerside should actively encourage new government facilities at all 3 levels of government to locate downtown. This will increase parking demand which should spur a dedicated parking facility in the future.

7. Investigate the Feasibility of a parking structure

With all the new demand for housing, government facilities, commercial and office space in the downtown, there will be a tipping point where the land values will warrant a new structured parking facility in the downtown. This won't happen until at least half the current parking spaces will be filled with new development (assuming the new developments put parking underground to service their needs). At that point, the feasibility of a paid parking structure for the downtown will make economic sense. Until then, the Town should be looking to introduce paid parking on non-private lands as development sites start to remove parking. There is much research (some in this report) to show the high cost of free parking for cities.

8. Expand Waterfront Commercial Uses

Holman's Wharf and other commercial locations along the waterfront will improve the financial

capacity of Spinnakers Landing by creating a cluster of commercial uses on the waterfront. SRDC and the SPC should start by subsidizing new commercial developments like restaurants and small commercial kiosks in order to create a commercial cluster much like Halifax did over 20 years ago when it's waterfront was barren. These should be developed on a cost recovery basis rather than a for profit basis for the first 10 years.

9. Encourage new commercial and office uses downtown.

One of the last steps in Urban Core Plan is to encourage new retail and office infilling. This is really the last step because there are so many other steps that need to happen preceding the expansion of commercial and office space. This will take a dedicated and thoughtful effort on behalf of DSI to recruit new businesses, new office users and new developers into the downtown. Some communities make the mistake of trying to do this as the first step, when in reality, this can't happen until the other preceding steps have been addressed. This step probably won't start to happen until at least 5-10 years into the plan.

6.2 Avoiding Potential Pitfalls

As with every plan that recommends substantial changes, there are always potential pitfalls that will need to be avoided along the way. The following considerations have been compiled from dozens of similar downtown reinvestment projects.

- The implementation of this plan requires that developers have more certainty in the outcomes of the process. The City will need to create certainty in the requirements for developers to meet and in turn, developers will demand more certainty that if they have met the goals, they will be rewarded with a more certain outcome.
- The City needs to be strategic in its investments downtown. Signature open spaces, active transportation, trail linkages and investing in the waterfront boardwalk will help create spaces where people will want to live, shop and work.
- Don't settle for development that just meets the minimum standards. You'll only have one chance to get it right. Set the bar high at the beginner and ensure that developers follow the rules and have similar objectives for high quality developments that service all residents in the downtown.
- The roles of each government organization needs to be crystal clear if the plan is to be implemented. Roles and responsibilities as well as measureable targets for each organization needs to be part of the strategic implementation plan for the 20 year vision. The Summerside Regional Development Agency should provide a leadership role in the implementation process.
- The City and Province should be committed to locating key government facilities in the downtown.
- Involve the federal government early in order to understand the implications and remedial measures for sea level rise.
- Don't let new development be sidetracked by fears over lack of parking. Ample free parking will not drive the growth of downtown, new residents and businesses will drive the growth.
- Set reasonable growth targets and create a detailed roadmap for how to achieve them and who will be responsible.
- Acknowledge that the hardest part of implementing the plan is the first 2-3 years. Keep up the momentum and the faith in the early years.
- Don't try to leapfrog the steps outlined in this chapter. It will be very energy intensive to focus on creating new businesses and fixing properties without first establishing roles and responsibilities and prioritizing new residents.
- Urban trends and technologies are constantly evolving. This plan shouldn't be viewed as a static document; it needs to be updated to consider new changes and new trends.

6.3 Final Words

Downtown Summerside has some significant advantages over other small cities across Canada. It has an thriving waterfront, an energetic and engaged community, a new urban campus with young students who bring optimism and new ideas, a provincial trail system that runs through it, a fully public waters edge, ample empty development sites, government organizations that partner well together, a strategic mayor and council and a downtown with extremely good bones. There is ample room for growth and there is a willingness to move into new and unfamiliar ground on the part of the stakeholders. The outcomes of the extensive engagement process over the last 5 years were purposefully designed to feed into the conceptual design of the Urban Core Plan.

The resulting plan, we can say with every confidence, is a plan for and by the people of Summerside. It will require leadership, dedication, collaboration and optimism to achieve over the next 20 years.